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ABSTRACT

Twenty-one conference presentations are included in this report of a national conference for large city vocational education administrators. Section 1 includes one presentation entitled "The Challenge of Youth Unemployment in Urban Areas" and three on "Changing Vocational Education to Impact on Youth Unemployment in Urban Areas." Each of the three papers in section 2 is entitled "Coordinating Vocational and Manpower Training Activities in a Large Urban Area." Section 3 contains two presentations on "Practices to Assure Sexual Equality in Vocational-Technical Programs," three on "Practices to Assure Racial Equality in Employment of Graduates of Vocational Education," and two on "Techniques for Orienting Vocational Education Personnel to the Needs of Minority and Female Clients." In section 4 two papers deal with "Strategies for Coordinating Secondary and Post-Secondary Vocational-Technical Education in Urban Areas," two with "The Future of Part-Time Adult Vocational Education in Urban Areas," and one with "Changes Needed in Vocational-Technical Education to Better Serve the Needs of Post-Secondary and Part Time Adult Clients in Urban Areas." "The Role of Career Education in Desegregating Schools in Large Cities" is contained in section 5 and "Providing Inservice Education to Meet the Training Needs of Building Level Vocational Administrators in Urban Areas" makes up section 6. Appended are simulation exercises used at the conferences, the conference program, and the names and addresses of program participants, presenters, and presiders. (JH)

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ED159406

Leadership Training Series No. 56

1978 NATIONAL LEADERSHIP CONFERERENCE FOR ADMINISTRATORS OF VOCATIONAL EDUCATION IN LARGE CITIES

THE CHALLENGE OF PREPARING AN URBAN POPULATION FOR FULL EMPLOYMENT

Compiled and Edited
by
Daniel E. Koble, Jr.
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U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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The National Center for Research in Vocational Education
The Ohio State University
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- Generating knowledge through research
- Developing educational programs and products
- Evaluating individual program needs and outcomes
- Installing educational programs and products
- Operating information systems and services
- Conducting leadership development and training programs

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FOREWORD

Large city directors of vocational education are in a vital position to shape and affect the quality of instructional programs under their jurisdiction. The National Center for Research in Vocational Education, recognizing the importance of these persons' responsibilities, deems the professional needs of such personnel to be a high priority.

The problems of urban vocational education cannot be separated from the difficulties confronting our nation's cities. Vocational education administrators are faced with declining enrollments, decreased funding bases, increased costs, public criticism, and competition from other agencies and programs. The focus of the 1978 National Leadership Conference for Administrators of Vocational Education was on addressing many of these pressing concerns. The thrust was directed toward identifying corrective measures for vocational education program deficiencies; suggesting practices to assure sexual and racial equality in vocational-technical program offerings; identifying causes of high youth unemployment; and developing strategies for coordinating the activities of vocational and manpower training agencies in urban areas.

The conference was presenter-intensive. Many hours were devoted to presentations, discussion, and reaction. Participants also engaged in several group simulations.

The entire seminar was facilitated by a cadre of educational and lay leaders who functioned as presenters. Their major contributions are contained within this document.

Special recognition is due Daniel E. Koble, Jr., Research Specialist, for his efforts in directing the conference. Additional appreciation is extended to National Center staff members, Ferman Moody, Associate Director; Karin Stork Whitson, Research Specialist; Bruce Shylo, Ronald Phillips, Jule Dee Scarborough, Rosetta Gooden, and Janet Weiskott, Graduate Research Associates; and Mary Jo Alvoid and Lois McKinley, Project Secretaries, for their assistance prior to and throughout the conference. The cooperation of the Large Cities Planning Committee, the National Association of Large City Directors of Vocational Education, the Vocational Education Personnel Development Division, BOAE/USOE, Region V, USOF, and the Ohio Division of Vocational Education is gratefully acknowledged.

Robert E. Taylor
Executive Director
The National Center for Research in
Vocational Education

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PURPOSE —GOALS—OBJECTIVES

1978 National Leadership Conference
for Administrators of Vocational Education in Large Cities

Purpose

Chief administrators of vocational education programs in large cities and their subordinate staff members are in a vital position to shape and affect the quality of instructional programs under their jurisdiction. Their leadership effect is not only centered in the public schools, but is sought after by manpower related institutions and agencies in the localities which they serve. These leaders are a critical link in the manpower delivery chain across the country. The purpose of this conference is to upgrade the capabilities of large city administrative and supervisory personnel in critical performance areas.

Problem

Several hundred people were interviewed as a part of the recent large cities vocational program needs study. Not once did any of them say, "We don't need vocational education in our public schools." Most of the comments centered on statements like, "We need to change vocational education," "We need more vocational education courses," or "We need to do a better job of helping students find jobs after completing high school."

We need only look around any major city to see the results of a shallow and casual concern for preparing today's youth for employment. Symptomatic of this situation are comments which were actually heard in large cities.

A cab driver said, "The trouble with kids today is that they are just too lazy to work, and those who are looking for a job want to start at the top and earn $8.00 per hour."

An interviewer for a large employment agency said, "We have more and more 13- and 14-year old youngsters who stop in to see us at lunch time. They want us to find a full-time job for them so they can quit school."

An employer said, "If I have a choice, I would rather not hire inner-city kids. They 'pop' pills, fight a lot, and are usually late for work or don't bother to show up at all."

We could go on and on. The current image and misconceptions about the products of the large urban school system must be changed.

Statistics and data tables tell about the same story. An eight percent overall unemployment rate exists in big cities with about fifteen percent of the jobless coming from among black teenagers. Nearly half of all students who enter urban public schools drop out before graduation. Less than thirty percent of the total eligible students are enrolled in vocational courses offered by many city schools each year.

The job to be done by the public schools then becomes one of prevention and remediation. Decreasing the incidence of unemployment among those persons who leave school by giving every student an opportunity to become employable must be a major concern of the school. The remediation of those who are already out of school and unemployed must be a concern of the public schools and other appropriate agencies. The utilization of public school resources for the training or retraining of such individuals is necessary for the purpose of moving them into the labor market.

General Goals

1. To provide an opportunity for the professional development and self-improvement of large city vocational program administrators and supervisors.

2. To provide large city vocational staff members with relevant and valid information which is necessary for the maintenance and improvement of an effective and productive vocational education delivery system.

3. To update participants on viable approaches for dealing with problems in vocational education.

Specific Objectives

As a result of attending the conference, participants will be able to:

1. Identify causes of high youth unemployment in urban areas.

2. Identify vocational education program deficiencies in urban areas.

3. Design a vocational system which is responsive to problems of youth employment.

4. Coordinate the activities of vocational and manpower training agencies in their cities.

5. Participate effectively in a youth unemployment reduction task force.

6. Understand the role of career education in desegregating schools in large cities.

7. Implement practices to assure racial equality in vocational-technical programs.

8. Implement practices to assure racial equality in vocational-technical programs.

9. Formulate changes needed in vocational-technical education to better serve the needs of postsecondary and part-time adult clients in their cities.

PROGRAM PLANNING COMMITTEE

1978 National Leadership Conference
for Administrators of Vocational Education in Large Cities

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SECTION ONE:

URBAN YOUTH UNEMPLOYMENT AND VOCATIONAL EDUCATION

The Challenge of Youth Unemployment in Urban Areas

Changing Vocational Education to Impact on Youth Unemployment in Urban Areas

THE CHALLENGE OF YOUTH EMPLOYMENT IN URBAN AREAS

by Letitia Chambers*

One half of all unemployed persons in this country who are seeking work are youths aged 16-24. This figure is particularly startling given the fact that youths make up only one quarter of the civilian labor force. The youth employment rate is high compared to historical rates in the United States, and it is high compared to youth unemployment in most other industrialized nations.

Table 1 shows youth unemployment in 1977 by numbers and percentages:

TABLE 1. YOUTH UNEMPLOYMENT IN 1977 BY RACE, AGE AND SEX

	Number Unemployed (thousands)	Unemployment Rate (percent)
All Races		
16 to 19 years		
Males	861	17.3
Females	781	18.3
20 to 24 years		
Males	846	10.7
Females	732	11.2
Black and Other		
16 to 19 years		
Males	194	37.0
Females	173	39.9
20 to 24 years		
Males	202	21.7
Females	207	23.6

SOURCE: Bureau of Labor Statistics, *Employment and Earnings*, January 1978, Table 3.

The unemployment figures in Table 1 do not include discouraged workers, those who have given up looking for work and hence are no longer counted in unemployment data. The Bureau of Labor Statistics counts only those who are actively looking for work as unemployed. In the fourth

*Letitia Chambers is assistant to Senator Pete Domenici (New Mexico), U.S. Congress.

quarter of 1977, there were approximately 204,000 youths who were counted as discouraged workers. (The discouraged worker figures may be low by over 500,000 youths—the difference between labor force particpation rates among white and nonwhite youths.)

For the 350,000 youths who are unemployed or discouraged workers, prolonged periods of unemployment result in lost opportunities to develop skills and work habits. The lifetime implications for these youths, many of whom have never worked, or have worked only sporadically, is not only a serious problem for the individuals concerned, but is a societal problem as well. There is growing concern that many of those youths who are cut off from the labor market through unemployment will go through the teenage and young adult period without making the necessary transition from school to work. Those youths who emerge from this period as adults, with no employment history and few marketable job skills, may carry their unemployment into their middle years. The personal tragedy for these youths could be of great magnitude. These youths also representa potential loss to society. Not only will their productivity and their contributions be lost to society, but continued unemployment poses a drain on the resources of the society as well.

While youth unemployment is widespread, there are particular groups of youths with especially high unemployment rates. Table 2 reveals differences between poverty and non-poverty families and by race:

TABLE 2. UNEMPLOYMENT BY TYPE OF AREA AND RACE, AGES 16—19, 1976 AVERAGE

	Unemployment Rates (Percent)			Number Unemployed (Thousands)		
	Total	White	Nonwhite	Total	White	Nonwhite
Total	19.0	16.9	37.1	1,701	1,357	344
Central City	23.4	18.8	40.8	535	338	197
Poverty	35.2	24.0	43.5	142	41	101
Nonpoverty	20.9	18.2	38.2	393	297	96
Suburbs	17.9	17.0	33.0	687	617	70
Poverty	28.0	21.4	42.3	46	24	22
Nonpoverty	17.4	16.9	30.0	641	593	48
Nonmetropolitan	16.9	15.4	32.6	479	402	77
Poverty	18.6	15.7	33.8	174	122	52
Nonpoverty	16.0	15.3	30.5	305	280	25

SOURCE: Bureau of Labor Statistics (unpublished data)

While the percentage of unemployment is higher in the central cities, it is interesting to note that the total numbers of unemployed youths are actually greater in the suburbs and are also high in rural areas. The youth unemployment problem is thus not only a central city problem but is spread throughout the country.

According to a special survey taken in the spring of 1976, the unemployment rate for youths aged 16—24 from poverty-income families was approximately 31 percent; about 25 percent of the total number of unemployed youths were from such families.

The unemployment rate is considerably higher among minority group youths. The unemployment rate for black teenagers averaged above 40 percent in 1977. This group comprised 21 percent of unemployed teenagers.

This unemployment figure may be misleading. Black youths have a much lower labor force participation rate than white youths. In 1977 unemployment averaged 38.3 percent for minority race teenagers (41.1 percent for black teenagers). During 1977, the number of non-white teenagers included in the official unemployment count was 367,000. If one assumed that actual unemployment was larger by the difference in labor force participation rates compared with white youths, an additional 500,000 black and other minority youths would be included among the jobless. The joblessness due to lower participation rates for black teenagers was actually larger than the measured unemployment.

The unemployment situation in October 1977, of youths aged 16—24, by educational attainment, is summarized in Table 3. As might be expected, the more education per group, the lower its unemployment rate:

TABLE 3. YOUTH UNEMPLOYMENT BY EDUCATION AND SCHOOL ENROLLMENT STATUS, OCTOBER 1977 (Ages 16—24)

	Number Unemployed (thousands)	Unemployment Rate (percent)
Not Enrolled in School	1,924	11.9
School Dropouts	680	20.4
High School Graduates	946	10.5
College 1—3 Years	189	7.7
College Graduates	107	8.0
Enrolled in School	947	13.0
Elementary and High School	626	17.8
College	322	8.6
TOTAL	2,871	12.2

SOURCE: Bureau of Labor Statistics, "Employment Situation for School Age Youth," January 6, 1978, Table 1.

The causes of high youth unemployment include several factors according to the Congressional Budget offices.

A substantial cause is their status as new entrants or re-entrants to the labor market and, to a much lesser degree, their higher rates of job changing compared to mature workers. Unemployment rates for youths tend to be more sensitive to the business cycle than the overall unemployment rate. When firms stop hiring during a recession youths are disproportionately affected. Further, because youths lack experience and seniority, they tend to be laid off ahead of other workers. During the recent recovery, unemployment rates for youths have declined from the recession high of 1975.

Demographic factors have also affected youth unemployment rates. Beginning in the late 1950's, the share of teenagers in the population expanded significantly. This increase in the youth share of the population is one of the reasons that youth unemployment rates today are somewhat higher than they were during the 1950s, the share of teenagers in the population expanded significantly. This increase in the youth share of the population is one of the reasons that youth unemployment rates today are somewhat higher than they were during the 1950s.

The proportion of youths in the population (age 16—64) is now near a peak, and has begun to decline, in the case of teenagers age 16—19. However, demographic changes will be slow in affecting youth unemployment—not much improvement can be expected from that source before approximately 1980, according to the Congressional Budget Office.

Another reason not to expect much relief to unemployment from demographic changes soon, is that the black and other youth population will continue to increase as a share of the youth population.

A significant proportion of youths, generally the least advantaged youth, face special barriers to find jobs. In some instances, these barriers include inadequate training and lack of basic skills; in other instances, location in a poverty area where few jobs are available or age itself may preclude youths from certain jobs—sometimes because of child labor laws. Discrimination on the basis of both race and age have undoubtedly affected youth unemployment opportunities.

Increases in the minimum wage can also make it more difficult for some of the least skilled youths to find jobs. In January the basic minimum wage was increased from $2.30 to $2.65; and this increase can be expected to cause some loss of jobs for teenagers. The size of the effect is difficult to estimate, however.

Another factor affecting youth unemployment is that the jobs available to many teenagers are at the bottom of the job scale. In many such jobs, neither the employer nor the employee has incentives to develop long-term relationships. The result is high turnover and high unemployment, even when unemployment is low nationally.

Youth unemployment is obviously a severe problem with serious ramifications for the individuals involved and the economy as a whole. Congress acted in 1977 to alleviate the problem by passing the Youth Employment and Training Act.

Several tables are included in the Appendix which outline the budgets for youth employment programs and give other data of interest, such as the number of youths served and cost per participant.

The Congressional action to address unemployment among youths focused on programs to be administered by the Department of Labor and CETA prime sponsors. The youth bill which passed was an amendment to the Comprehensive Employment and Training Act. Throughout consideration

of the youth employment problem, there was considerable discussion as to the most appropriate governance for a youth employment program. Several departments and program modes were considered and the final bill is a combination of most of the programs discussed. It is of interest to note that vocational education was never seriously discussed as the program agent for youth employment programs. Since the clientele to be served by the youth employment programs is similar to the clientele for vocational education, this appears to be either a remarkable oversight on the part of Congress or a lack of confidence in vocational education to deal with the problem.

If vocational educators feel that part of the solution to youth unemployment lies in vocational education, it is important to review the role (or lack of a role) which vocational educators played in shaping the Youth Employment and Training Act. An oral discussion of the development of youth legislation will be the prime focus of the keynote address. This paper has been prepared as background information to that address.

APPENDIX

(COMPILED BY THE CONGRESSIONAL BUDGET OFFICE)

TABLE 1. THE YOUTH TRAINING AND EMPLOYMENT BUDGET ($ in millions)

	← ← ← ← ← ← Actuals → → → → → → →				← ← ← President's Estimates → → → →			
	1976		1977		1978		1979	
	BA	O	BA	O	BA	O	BA	O
Programs Exclusively for Youth								
Job Crops	140	181	274	202	417	274	296	376
Summer Youth	523	459	595	575	693	672	740	740
Young Adult Conservation Corps	30	19	233	(a)	217	144	217	307
Youth Incentive Entitlement Pilot Projects	—	—	115	(a)	107	46	107	148
Youth Community Conservation and Improvement Projects	—	—	115	(a)	107	74	107	140
Youth Employment and Training Programs	—	—	537	(a)	500	357	500	592
SUBTOTAL	693	659	1,869	777	2,041	1,567	1,967	2,303
Other Programs Serving Youth b/								
CETA Title I	901	968	959	896	959	964	1,034	990
CETA Titles II & VI	710	535	1,678	567	0	1,147	1,191	1,241
CETA Title III								
Migrants & Farmworkers	NA	31	NA	30	NA	36	NA	39
Native Americans	NA	27	NA	15	NA	18	NA	19
WIN	NA	52	NA	58	NA	58	NA	58
SUBTOTAL	1,611	1,613	2,637	1,566	959	2,223	2,225	2,347
TOTAL	2,304	2,272	4,506	2,343	3,000	3,790	4,192	4,650

(a) Less than $1 million.

b/ Includes only funds estimated to be spent on persons under the age of 22.

SOURCE: U.S. Department of Labor, Employment and Training Administration, Office of Administration and Management, Division of Budget Formulation and Analysis.

TABLE 2. AVERAGE UNIT COSTS OF YOUTH TRAINING AND EMPLOYMENT PROGRAM($)

	Cost Per Participant Fiscal Years			Cost Per Person-Year Fiscal Years		
	1977	1978	1979	1977	1978	1979
Programs Exclusively for Youth						
Job Corps	4,317	6,162	4,137	9,599	13,683	9,190
Summer Youth	595	680	740	2,380	2,718	2,961
Young Adult Conservation Corps	—	7,226	5,198	—	10,500	10,500
Youth Incentive Entitlement Pilot Projects	—	3,929	4,139	—	5,019	5,274
Youth Community Conservation and Improvement Projects	—	3,213	3,352	—	7,662	8,020
Youth Employment and Training Programs	—	1,931	2,023	—	5,721	5,994
Other Programs Serving Youth						
CETA Title I	1,471	1,548	1,626	4,027	4,398	4,515
CETA Titles II & VI	4,449	4,692	4,851	8,429	8,900	9,200
CETA Title III a/						
Migrants and Farmworkers	2,280	2,389	2,501	12,700	13,310	13,932
Native Americans	1,344	1,409	1,474	3,036	3,182	3,330
WIN a/	3,150	3,301	3,456	9,670	10,134	10,608

a/ Estimates based on Department of Labor data and CBO assumptions.

SOURCE: U.S. Department of Labor, Employment and Training Administration, Office of Administration and Management, Division of Budget Formulation and Analysis.

TABLE 3. ESTIMATED PARTICIPANTS IN YOUTH TRAINING AND EMPLOYMENT PROGRAMS (persons in thousands)

	Fiscal Years			
	1976	1977	1978	1979
Programs Exclusively for Youth				
Job Corps	45	47	41	91
Summer Youth	772	1,000	988	1,000
Young Adult Conservation Corps	14	NA	20	59
Youth Incentive Entitlement Pilot Projects	0	NA	12	36
Youth Community Conservation and Improvement Projects	0	NA	23	42
Youth Employment and Training Programs	0	NA	185	293
SUBTOTAL	831	1,047	1,272	1,521
Other Programs Serving Youth				
CETA Title I	731	610	623	609
CETA Title II & VI	124	127	244	256
CETA Title III				
Migrant and Farmworkers	19	13	15	16
Native Americans	29	10	13	13
WIN	16	18	18	17
	919	778	913	911
TOTAL	1,750	1,825	2,185	2,432

SOURCE: U.S. Department of Lqbor, Employment and Training Administration, Office of Administration and Management, Division of Budget Formulation and Analysis.

TABLE 4. ESTIMATED PERSON-YEARS FUNDED IN YOUTH TRAINING AND EMPLOYMENT PROGRAMS (persons in thousands)

	Fiscal Years			
	1976	1977	1978	1979
Programs Exclusively for Youth				
Job Corps	20	21	20	41
Summer Youth	225	250	247	250
Young Adult Conservation Corps	—	—	14	29
Youth Incentive Entitlement Pilot Projects	—	—	9	28
Youth Community Conservation and Improvement Projects	—	—	10	17
Youth Employment and Training Programs	—	—	62	99
SUBTOTAL	245	271	362	464
Other Programs Serving Youth				
CETA Title I	256	222	239	219
CETA Titles II & VI	65	67	129	135
CETA Title III				
Migrants and Farmworkers	3	2	3	3
Native Americans	7	5	6	6
WIN	5	6	6	5
SUBTOTAL	336	302	383	368
TOTAL	581	573	745	832

SOURCE: U.S. Department of Labor, Employment and Training Administration, Office of Administration and Management, Division of Budget Formulation and Analysis

CHANGING VOCATIONAL EDUCATION

TO IMPACT ON YOUTH UNEMPLOYMENT IN URBAN AREAS

by Isabelle Hendricks*

The City of Cleveland, as well as other urban areas, is seizing upon the opportunities to change vocational education to impact on youth unemployment. This change is occurring through the Cleveland Area Western Reserve Manpower Consortium (CAWRMPC) and its role as the prime sponsor of CETA. This is by no means an easy task.

Our public school system, under the recent court ordered busing, is on the verge of bankruptcy. Cleveland, Columbus, and Cincinnati are large urban areas which may not complete the 1978 fiscal year without school closings and large deficits. The projected deficit of Cleveland alone is estimated at 30 million dollars. In addition, there are arguments on the busing issue as well as the responsibilities and performances of our urban public school system.

In the third quarter of 1977, the Department of Human Resources and Economic Development conducted a survey of Cleveland households. The survey revealed that teenagers in the labor market experienced an unemployment rate of 46.6 percent. The minority unemployment rate was 59.9 percent, the highest rate of any age bracket.

Youth, on the whole, have fewer labor market characteristics. Only a portion of the youth in the labor market possess salable skills, job training, and other work related experiences. They lack realistic job prospects. For example, Janet Miller, age seventeen, is a student who attends East High School in Cleveland. In a Plain Dealer article,[1] she disclosed that many students, including seniors, lack expectations in securing a job when they graduate from high school.

East High School, like other inner city school districts, encompasses neighborhoods that are in various stages of decay. They are practically void of commercial strips and recreational facilities. These areas are plagued with crime, poverty, and apathy. Youth truancy and structural unemployment compounds the physical and moral decline of our urban areas.

All of us here know that the lack of jobs and job opportunities creates unemployment. Unemployment is a major cause of juvenile crimes. Across the nation, *approximately 50 percent of crimes are committed by teenagers.*[2] Paul R. Porter, a Virginia urbanologist, said "The Youth of Cleveland and other major cities are becoming apprentices in crime rather than learning honest work because there are not enough jobs."[3]

Statistics and problems, such as these, can be recounted endlessly. My emphasis is not merely on some of the highly publicized statistics regarding youth unemployment and other related data. In spite of these problems, urban areas must change vocational education to impact on youth unemployment. Our presence here today is evidence of our efforts and concerns.

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*Isabelle Hendricks is Director, Department of Human Resources and Economic Development, The City of Cleveland (Ohio).

In Cleveland, the problems narrated thus far are not being ignored. We are combating them on every front and changing vocational education to impact on youth joblessness. As I stated previously, some of these changes are occurring through our role as prime sponsor of the 1973 Comprehensive Employment and Training Act (also known as CETA). Cleveland administers the CETA program which is comprised of Titles I, II, III, and IV. I know that the allotted time precludes me from elaborating in detail on the operational aspects of these various titles. Let me reveal some of the subcontracting agencies that are operating vocational education programs which will impact on youth unemployment.

We have launched our Title III Youth Employment and Training Program (YETP), Part C, Subpart 3, of the Youth Employment Demonstration Project Act (YEDPA). The total funding level for YETP is $2, 855,152. The federal regulations mandate that at least 22 percent of the funding must be allocated to local education agencies. The economically disadvantaged youth, age 16—21 inclusive, will be targeted. In addition, limited service for youth ages 14—15, and up to 10 percent of the funding may be allocated to serve youth of all income levels. Approximately 10,000 youths will be served. Youth will be employed on a full- or part-time basis, earning at least the current minimum wage of $2.65 per hour.

The program activities of the local education agencies (LEA) in the Consortium area will entail occupational work adjustment, career guidance, placement, transition service, job counseling, and career counseling. Work experience will afford youth the opportunities to gain actual experience to enhance their future employability. This will enable youth to adjust to a regular work schedule, develop proper work habits and obtain job related training in the real world of work.

Occupational work adjustment coordinators will provide counseling, career employment, and transitional service to a limited number of youth, ages 14—15 years old, who are experiencing difficulties in adjusting to the traditional academic curriculum. In Cleveland, school retention is a majority priority and the youth will receive academic credit for their participation in this program. The work experience program will include the following categories:

Clerical aides	Custodial aides	Health aides
Conservation aides	Educational aides	Library aides
Craft and mechanic aides	Food service aides	Recreational aides

Supervised work sites will be prevalent throughout the consortium area with structured and productive work activities. The Federation for Community Planning, a local non-profit agency will provide various employment and training opportunities. In the area of work experience, the Federation will disseminate career and employment information service to approximately 3,050 unemployed youth. "Specifically, the CAWRMPC will be assisting the Federation for Community Planning in developing and providing a comprehensive consortium-wide vocational information and referral service."[4]

The consortium area is confronted with a major crisis. There is a shortage of skilled workers, especially in the metal working and machinist occupations. In Chinese the word crisis, when written, is composed of two characters. One symbol represents danger, while the other represents opportunity. Chrysler Learning Inc., is turning crisis into opportunities through its Youth Career Program. At this time, permit me to highlight their program.

Nationally, Cleveland is a major industrial center, even though manufacturing jobs have declined. An article entitled "The Skilled Worker Near Extinction" which appeared in the periodical "Industry

Week" (August 29, 1977) revealed these shocking revelations. At the Tapco Division of TRW, 62 percent of the skilled workers are eligible to retire immediately. At Pneumatic Tool, in all skilled categories, the average age worker exceeds fifty-seven years. The Turning Plant of Warner and Swasy lost more than 640 years of seniority through retirement during the month of August, 1977. There are 689 skilled workers at the Eaton Corporation who will be eligible for retirement over the next five years and 250 of these skilled workers will be faced with mandatory retirement. Approximately 13 percent of the skilled work force at the General Electric Lamp Division Plants will be eligible for retirement each year for the next five years. The E. F. Hauserman Corporation revealed that 50 percent of its hourly employees are more than fifty years of age. The Cleveland Metal Stamping Division of Oglebay Norton contacted three foreign embassies in an attempt to find skilled workers.

In Cleveland, the Metropolitan Jobs Council disclosed that the country's current skilled work force is very old, and younger people seem neither able nor willing to enter and succeed in the skilled occupations. Chrysler Learning, Inc., whose contracts are performance based, is reversing the trend through its programmatic operations. Youth Careers is a structured program designed to develop positive attitudes and enlighten self-awareness. It is a vehicle to serve as an impetus to goal setting and goal attainment, resulting in a positive impact on youth.

Unemployed youth will spend one-half day completing the intake and enrollment process. They will then be directed to the Assessment and Career Guidance Training Program for three weeks. Here they will be exposed to a group counseling thrust dealing with self-awareness, career awareness, career planning, and job search. Those factors which influence youth behavior will be displayed. Eradicating negative behavior and replacing it with positive action will be the next process. This will be accomplished through relevant lessons relating to what success is and its implications as well as how to be successful. In addition, participants are presented workshops, lectures, movies, case studies, group and individual counseling, role-playing exercises, and supportive education.

The second phase of Chrysler's operation focuses on the participant's adaptations to a series of industrial modules and a wide variety of tools. All facets of work required in the production industry are evaluated and recorded for each trainee. Chrysler Learning, Inc. has developed curriculum through which trainees are scheduled for job training and related ability evaluation. The training evaluation circuit through which the trainee is routed includes separate training modules covering the following production operations: engine assembly, pipefitting operations, electrical assembly, brake assembly, and carpentry operations.

At the completion of the training, the youth will have acquired work-related knowledge and skill training in an industrial setting. Chrysler's job development specialists will put forth efforts to place the youth participant into unsubsidized private sector jobs. Chrysler is transforming crisis into opportunities by its 95 percent entry level placement in the industrial area.

The youth of our nation are our greatest resource. If we fail to change vocational education to impact on youth unemployment, then we will have failed to make a solid investment for the progress of our nation.

FOOTNOTES

1. The Cleveland Plain Dealer; 2-1-1978 "Kids Are On The Job"
2. IBID 3-19-1978 "Major Crime On The Rise"
3. IBID 2-27-1978 "Job Shortages"
4. *Y.E.T.P.. Grant Application*

CHANGING VOCATIONAL EDUCATION TO IMPACT ON YOUTH UNEMPLOYMENT IN URBAN AREAS

by Bancroft Henderson*

As a result of many years of college teaching in liberal arts colleges I have come to some conclusions concerning vocational education and the general problems of career commitment. Most of these are negative sentiments toward career commitment, since I have been involved in at least three careers in recent years and share with other faculty the general belief that the most important thing in life is learning how to live and not how to make a living. If you put that general living capacity first in your priorities, then the actual issue of earning an income will be kept in an appropriate perspective and will be on a more profound basis. I think we need to keep that in mind in talking about youth vocational education and the general problem of unemployment.

Career and Self Development

Harry Stack Sullivan, one of America's great philosophers and psychologists, talked about maturation and critical stages in people's lives. Many others, such as Rousseau and Freud, from different points of view have offered us a lot of wisdom regarding growth and human change. We know, from these and others that cognitive factors such as knowledge of self and others as well as the conventional wisdom of the community needs to be acquired for successful life pursuits. We know also that various affective "skills" need to be developed, such as a positive attitude toward self and others and the capacity to love and to be angry and to have a generally stable sthenic tone. In addition to that another factor that is important in the good life is a social—vocational capacity to move oneself by internal thought processes from one set of acts to another. This involves the ability to plan, to project, to anticipate; the sort of thing Edward Banfield was talking about in the "unheavenly city" when he referred to people's ability to anticipate the future and be aware of a sense of time in the past and in the future.

These sorts of "skills" are emerging in the context of a very complex set of group processes even more complex than the processes adults face. Families with their imminent primary group influences, neighborhood peer groups effecting the youthful desire to belong, the school administrative structure, the school peer group, the teacher in the classroom environment, the guidance counselor, and the rest of the complex group structure impinges on the life of the individual—a life which is in the emergent state. There are a lot of critical decisions being made in the teen years. Those decisions are being made around matters of life that are very important to the individual. However, attention to the future is not a critical matter to youth. Career decisions are not the most important real decisions that youth make, and I would go so far as to say vocational decisions are not very important decisions, period. As a general proposition, they should not be forced upon youth.

The most important decisions an individual makes involve the adoption of a set of personal values, life-styles to fit those values, selection of friends and companions, and all the sorts of personal solutions to physical needs, social needs, self-esteem, and self-actualization which Abraham Maslow

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points our attention to. In my opinion, it is unwise for relatives, friends, and faculty to encourage youth to make early career decisions further burdening the individual decision process. This will result in contrived responses reflected in a stereotyped notion of self and occupation. These decisions will reflect the personal needs in a social or pyschological sense of the individual respondent at the time of response. In place of this encouragement of early decisions, I would suggest something applicable to the entire life span of an individual and that is seeing life as a constant search for identity, always exploratory, always an adventure, hopefully with zeal and excitement.

Rather than a vocation and a role, we should be searching for opportunities for a variety of roles and a variety of identities resulting from these roles. Only through this do we come to a general sense of self. In my life the most valuable contribution to personal growth and a successful pursuit of happiness has been the variety of roles and jobs that life at first forced upon me and that I now force upon myself. Out of these experiences I have come to a conclusion, that is tentative, but that is still a clue to some essential qualities that are self. If we are successful in life as human beings, it does not make an awful lot of difference what we do to make a living. If throughout this the most valuable experience in life are in the humanities, then we will be truly liberated from the drudgeries of occupation. If you truly love music in all of its form, the excitement of great foods, the joy of the magic of complex personalities, the serene quality of majestic mountains, the mysterious aura of great poetry, the drama of fine literature, the expressions of the sculptor, and if you truly enjoy all of the rest of life, can living be turned into a disaster by one's occupation? If you have these liberating capacities you can recreate your occupation into an ennobling experience. Within this context, how do we approach the mundane world of high schools, guidance counselors, and the job market?

The Job Market

Our experience in Cleveland, as a result of task force contacts with student groups, indicates that at the very least something needs to be done that would not flail against my concern with deemphasis upon job choice and which emphasizes slotting programs that divide students into college career vocationalists and losers:

1. Everyone, especially those pursuing vocations of the traditional sort, needs to have more adequate labor market information and have that information projected into the future.

2. An individual needs to know what steps to take in order to acquire the qualifications for a vocation.

3. For the individual there is a need to know what remedial types of programs would be necessary to bring the person in line for a particular vocational experience.

4. For in-school and out-of-school students it is important to communicate certain search techniques.

In addition to the above needs, the management staff of the CETA program in Cleveland has learned that current vocational guidance involves mainly, and often only, helping a student fill out a class schedule once a year or so. The school assignment of counselor is not a prestigious one. The counselor may have as many as 500 students under his or her jurisdiction. However, a greater emphasis upon the counselor role, as such, could encourage more students to make earlier commitments to careers, and that would be unfortunate. A counseling program in a broader context seen as a part of quality life search could put the vocational elements of the information I mentioned above in a more appropriate context and could give the whole endeavor greater respectability in the school setting.

Though this goal may be important, there are economic needs for this society and personal security needs for the individual that demand to be served. In order to make a satisfactory connection between individual and public resources a constant, up-to-date market research study should be available to all concerned. This study should include the best prospects of manpower needs possible and should include projections five, ten, or fifteen years into the future. Along with this there should be a program making available to youth this information. A master plan would be appropriate that would bring industry and students in touch with this information and related planning on a regular basis. With this sort of program, at least the student would know the consequences of a career decision that was in defiance of economic realities. A second concern important to career development would be the opportunity at work experience in a variety of roles during and just after the high school years. Present work experience programs for disadvantaged youth could be appropriately expanded not only to disadvantaged not presently covered but as a basic unsubsidized proposition for all youth. Third, a post high school training program in the schools or related institutions should always be available for career modification to meet individual needs for youth and others.

CHANGING VOCATIONAL EDUCATION TO IMPACT ON YOUTH UNEMPLOYMENT IN URBAN AREAS

by Elizabeth Grdina,*

Lester Thurow of MIT, in a study entitled, "Youth Unemployment," (Rockefeller Foundation, September 1977), states that, "The standard social solution—more formal education and training—is not an answer to the problem of youth unemployment. Young people are better educated at the moment than older workers. There are labor surpluses among youths at all educational levels. The problem is finding a job . . . ." (Page 27)

The real problem of youth unemployment is the same as for the adult population: not enough jobs for everyone. Rates of youth unemployment are proportionate to the national level of unemployment, but higher. The average youth rate is approximately 1.6 times higher than the national level. The rate of youth unemployment mirrors and magnifies the larger problem of the economy.

Unemployment hits young people from poverty level and working class families hardest. Statistics vary on the level of their unemployment. The more dramatic of these estimated unemployment rates range between 30 percent and 40 percent for nonwhite youths.

Our society has many built-in inequalities, for those of different races, class backgrounds, skills and ages. Youth unemployment can be discussed on several levels: as a symptom of a society which systematically denies many of its members equal economic opportunity; as the perpetuation of age discrimination; as our society's way of tolerating otherwise intolerable levels of unemployment by allowing the burden to fall hardest on the doubly disadvantaged, young minorities.

Vocational education serves to provide some people with the sometimes relevant skills necessary to find jobs in a tight labor market, although it often fails to help the most alienated, disadvantaged youth. Vocational education seems to work best for the most upwardly-mobile young people—those who already believe in the Protestant ethic of hard work and humble perseverance. These young people are able to successfully parlay their learned middle-class values into jobs.

Vocational education can be effective in that it provides an edge in the labor market for those who otherwise would not have had the opportunity to become skilled. There is plenty of room for reform in the programs offered—the skills taught should be modern and transferable. Ideally, the skills taught should be closely related to new opportunities in the labor market. This is not always the case. For example, the Cleveland school system teaches the irrelevant skill of horticulture. Horticultural skills are hardly marketable in an urban area. However, the Cleveland school system also has a new magnet school, an aviation high school, and is planning a new medical technology high school. This kind of programming indicates a healthy adjustment to the realities of the foreseeable future labor market.

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Vocational education should also stress the importance of related academic skills. Students choosing the vocational curriculum should not be denied the chance to learn necessary, traditional academic subjects, just because they haven't been proficient in them before. Reading, writing, and basic math are essential to performing many jobs in the rapidly growing skilled sector of the economy. Innovative methods need to be employed to make grammar and math and reading a relevant part of the vocational courses. In fact, vocational skills may be worthless without proficiency in basic academic areas. For example, a woman who types cannot be a useful employee if she doesn't understand the grammar or sentence structure or the meanings of words she types.

Still, at best, vocational education can only blunt some of the impact of unemployment on young people. Vocational education cannot provide more jobs for more people; rather, it can only redistribute the people who are unemployed.

Vocational education can be distinguished from other types of job-training programs which train people for jobs that do not exist. Vocational education can provide young people with skills for necessary, existing jobs in the private market. Subsidized job-training programs are based on the false premise that unemployment exists because people need training. If the need was there, subsidies would be unnecessary to fund the training programs and newly-created job slots. Job training programs and temporary placement programs provide a short-term economic stimulus (in effect, a windfall for private corporations), which is insufficient to provide lasting jobs for the unemployed, given the structure of the labor market.

Vocational education will also never have a serious impact on the problems of social disorganization of the poor, and the hard-core unemployables, since it has no relationship to the causes of these problems.

The effect of truly successful vocational education programs on job opportunities for adults needs to be considered. If vocational education courses really could match large numbers of young people with higher skilled jobs, the net result might be more unemployment among older people, as younger people replace the older workers. But will our society allow teenagers to take away the jobs of their parents? The fact is that we cover up the magnitude of the unemployment problem by allowing young people to remain unemployed in vast numbers and for long periods of time, because they are the most powerless group in our society. Age discrimination is active today.

Young people are the most exploitable and expendable components of the job market. Witness the new special interest group, the fast food industry, which is lobbying intensively for a subminimum wage for young people.

One way to solve the problem of structural unemployment is through the creation of continuous, massive, long-range public works projects. Government needs to realize its responsibility to provide jobs for those whom the private market will never absorb, given what seems to be a permanent high-rate of unemployment.

Ideally, public works projects can be matched to the specific needs of the cities which sponsor them. Cities have an unlimited need for capital improvement; like sewer and water line construction, road paving, bridge repair, and public parks. A sound infrastructure is necessary to the viability of cities and the health of city neighborhoods.

These public works projects are labor-intensive and require the use of both skilled and unskilled laborers. In Cleveland, we will be undertaking the most innovative use of combined federal funds in

the country. With Community Development Block Grant funds, we will purchase the material to build a sewer line in a Cleveland neighborhood where flooding is such a serious problem that the viability of an entire area is threatened. With CETA funds, we will pay the salaries of the skilled and unskilled laborers who will dig the ditches and operate the equipment to build the sewer.

This sewer project will be unique in that CETA and Block Grant funds have never been used in this manner—to create jobs and provide a capital improvement for a city.

Public works projects do not provide a perfect solution, because they do not "cure" the failings of the private market. The public works projects will need to be carried on continuously and permanently, to maintain socially useful skilled and unskilled jobs for those who need them. Yet this type of program may offer the most realistic hope for the unemployed at this time.

In conclusion, vocational education cannot have a meaningful impact on unemployment—of young people or adults, because it fails to address the real unemployment problem. Vocational education has great potential for reform, but the larger problem of a scarcity of jobs built into the economy, cannot be solved in the classroom.

Vocational education can improve the quality of life for young people by providing them with the skills to find better jobs, and a vehicle for upward mobility. But without expansion of actual job opportunities, vocational education, with even the most progressive reforms, offers only the limited possibilities of easing unemployment for a few, while shifting the burden back to other, less fortunate, segments of the population.

SECTION TWO:

COORDINATION OF VOCATIONAL EDUCATION PROGRAMS AND MAN POWER TRAINING ACTIVITIES

Coordinating Vocational and Manpower Training
Activities in a Large Urban Area

COORDINATING VOCATIONAL AND MANPOWER TRAINING ACTIVITIES IN A LARGE URBAN AREA

by John F. Standridge*

CETA Program in Dade and Monroe County, Florida

The School Board of Dade County, Florida, works cooperatively with the CETA Consortium. The consortium consists of five government entities—Dade County, the City of Miami, the City of Miami Beach and Monroe County. The Department of Labor encouraged the formation of this group so that they were able to contract with only one eligible prime sponsor in the two-county area. The above named group was formed in 1974 and was known as the Dade/Monroe Consortium. In 1977, the Consortium voted to change its name to the South Florida CETA Consortium (SFCC).

Functions of the South Florida CETA Consortium

By agreement from Consortium members, the administration of the Consortium has been delegated to Dade County. This authority is delegated to the County Manager who, in turn, has an Executive Director and a staff of eighty-five employees. They are responsible to the Consortium for the administration and daily operation of CETA programs as applied to planning, contracting, and administering over 400 contracts for CETA services. It is projected that approximately 100 million dollars will be allocated through CETA funding to the South Florida CETA Consortium for the next fiscal year.

Composition of the Planning Council

The Planning Council of the South Florida CETA Consortium meets every two months and is composed of fifty members who represent a cross section of the community. The Council is divided into five standing committees which are as follows:

1. Business and Labor Committee—This committee, composed of representatives of business, labor, government agencies, and educational institutions, assesses the types of CETA training programs needed in the local labor market.

2. Sponsors and Agencies Committee—This committee, composed of representatives of CETA-funded programs, assesses the types of programs that are being provided and the types of programs that are being provided and the types of program gaps that may exist.

3. Client/Community Committee—This committee, composed of CETA clients and a community representatives, assesses employment and training needs from a community perspective.

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4. Program Review and Evaluation Committee—This committee, composed of a cross section of the community, reviews and evaluates on-going CETA programs.

5. Youth Planning Council—This committee is composed of representatives from various sectors of the community, including labor, the Criminal Justice System, Community Based Organizations. the Board of Education and in-school youth. This committee evaluates youth proposals submitted to CETA and recommendations are made regarding funding.

The committees of the Council meet regularly and report to both the Planning Council and the Consortium. The Planning Council's primary role is to advise the Consortium as to which community needs should be served by programs funded through CETA. This activity is completed through the preparation and approval of an annual plan which is completed by the South Florida CETA Consortium, approved by the Planning Council and Consortium and submitted to and approved by the Department of Labor.

CETA Programs Operated by the Division of Vocational and Adult Education

At the present time the Vocational Division has worked cooperatively with the SFCC for the purpose of providing training for the unemployed as well as the underemployed. Listed below are CETA programs currently in operation:

CETA Program	Level of Funding	Training Slots
Skill Centers (3)	$ 1,200,000	300
Individual Referrals	250,000	81
Adult Basic Education	625,000	165
Voc/Adult Career OJT	250,000	67
Career OJT In-School Youth	480,000	162
YETP Youth Training Program In-School	730,000	405
State 112 Funds	505,000	Support Services
Migrant Title III	321,000	60
Individual Manpower Training Lab	52,820	20
Summer Teen Employment Program	779,100	1,500
	$5,192,920	2,760

Project Proposal Funding Process

The South Florida CETA Consortium notifies the public of the availability of CETA funds and distributes guidelines to those agencies making applications for funds. After the Division of Vocational and Adult Education receives notice of the availability of funds, the following steps are taken to obtain CETA funds:

1. Program proposals are developed and are forwarded to the SFCC for review.

2. Planning Council sub-committees review proposals, concurrent with, but independent of the Planning Council review. The SFCC staff also reviews proposals. Proposals are reviewed based on the ability of program operators to achieve employment and training goals idenfified, the operators adherence to federal guidelines, and the ability of the operator to maintain fiscal responsibility.

3. The South Florida CETA Consortium determines which program proposals are to be approved and implemented based on the advice and recommendations of the sub-committees.

4. After the SFCC makes approval on final funding, recommendations are forwarded to the Dade County Commission for ratification. This process allows the County Manager to implement consortium action through the SFCC Executive Director.

5. The SFCC Executive Director notifies the Division of Vocational and Adult Education of those projects approved. Contracts are approved and signed by the School Baord Chairman and the Superintendent; contracts are also signed by appropriate CETA and county manager staff.

6. After all contracts are completed, program directors are allowed to proceed with hiring staff, purchasing equipment and/or necessary supplies to place the program into operation.

7. The SFCC notifies the Florida State Employment Service and other recruiting offices for the purpose of referring eligible clients to appropriate CETA programs.

8. Clients commence training. Programs are reimbursed for operating costs and participant stipends, wages or salaries are paid by SFCC. Programs are monitored by appropriate sub-committees as well as by SFCC staff monitors. Evaluations are based on goal achievement by the programs and the ability of the CETA participant to obtain a better job after successful program completion.

Problems of CETA

1. Pressure from CBOs (Community Based Organizations). One of the major problems that local prime sponsors are having is being subjected to the political pressures of local community agencies to favor thier particular project. This, of course, was inherent when the program was moved from the State level to the local prime sponsors. It was anticipated that this would be a very serious problem.

2. Lack of CBOs to handle the administration of the programs. There are many community organizations that are just not geared up, personnel-wise or otherwise, to handle the fiscal responsibility of operating certain CETA projects.

3. Duplication of programs. This continues to be a rather serious problem where projects are awarded that are duplications of efforts from the school system and other agencies.

4. Procedures for approving projects need to be strengthened. More authority needs to be placed on standing committees and less authority given at the executive director level. This would take it out of the political arena and would afford the executive director an opportunity to truly manage the program rather than show favoritism for certain friends or groups.

5. Other educational institutions want to get into the act. Sudenly, as money has become available, institutions that have never before wanted to even have the word vocational education mentioned in their institution are becoming very interested in vocational education and how it can serve the needs of the community. This includes senior level universities, private universities, as well as junior and community colleges.

6. There is a need for strong lay leadership. There is a great need to have more private sector involvement in the operation of CETA. This assures that the CETA programs are going to be attuned to the needs of the private sector.

7. People who serve have vested interests—such as; schools, agencies, institutions, and CBOs. Groups should serve in the planning process that do not have vested interest. Of course, this is a very difficult task to accomplish and one way of getting around it it to not have those members vote on projects that affect them directly. This is how it is done in Dade County. However, this still does not keep the vested interest groups from voicing their opinions, philosophies and recommendations prior to any vote that may be taken regarding projects and programs.

Ways to Improve the Effectiveness of CETA Programs

1. Offer the services and facilities of vocational education programs. Too often, the CETA administrators have indicated a negative feeling on the part of the vocational educators to share with them the services and facilities of the vocational education programs. This is where the vocational education people need to gake a more positive stand in order to provide a good working relationship.

2. Develop a team philosophy. CETA, along with the vocational education community, the Chamber of Commerce, agencies such as the Local Manufacturing Association, Industrial Development Councils, and groups, need to develop a team philosophy that incorporates the resources of everybody concerned in order to help improve the total industrial and business economy.

3. We need to get more involved. Vocational educators need to attend all the meetings that are called by CETA; or have representation. At the meetings, the people need to express their views even though they might not be very popular. The vocational education person should be on each of the standing committees of CETA, and participate fully in all of its deliberations.

4. Get the involvement of the superintendent and/or members of the School Board. This influence is needed in CETA as we strive to achieve a closer working relationship and as we try to identify funds earmarked for vocational education.

5. Get advisory committees involved. Advisory committees represent a strong neutral force. They represent the private sector influence and a strong political influence.

COORDINATING VOCATIONAL AND MANPOWER TRAINING ACTIVITIES IN A LARGE URBAN AREA

by Floyd P. Gehres*

The Dade County Public Schools' Vocational Division has teamed up with CETA, the local Prime Sponsor, to provide vocational skills training for both in-school and out-of-school (post-secondary), socioeconomic, disadvantaged individuals. The total school CETA monies for this year's vocational training are well over $4.5 million in comparison to $1.75 million in 1975. Most of the post-secondary training is housed in three strategically locaed *skill centers;* (1) The Dorsey Skill Center in the Model City black community, (2) the Miami Skill Center in the Spanish and black community, and (3) the South Dade Skill Center in the Homestead farming areas serving the migrant or seasonal farmworkers. Each of the centers has an ethnic enrollment representative of the community it services.

The Skill Centers offer seventeen different courses during prime time. They are accelerated: twenty-six weeks (780 hours) of occupational skills training. Basic vocational related mathematics, communication, and employability or survival skills are included. English is offered for those who speak other languages. The typical student spends five hours per day in the shop/laboratory acquiring salable skills and an hour per day in the Individualized Manpwer Learning Laboratory studying mathematics as well as essential and academically related subjects. The program is open-entry/open-exit, which requires individualized instruction to operate effectively.

Instructors are regular vocational, certified school board employees who are paid from school tax funds. Six Dade County Manpower centers are responsible for a wide range of Manpower client services including initial outreach, intake, pre-assessment, orientation, job development, placement, and follow-up. The Skill Centers' responsibility is training for job placement—successful employment. The Centers have become a major Manpower delivery system.

The Dade County Public Schools. projects are complex. (1) The *Skills Centers' Project Contract, Title I* for $1,200,000 provides training funds for trainees at the three Skill Center's which offer traditional vocational courses—job entry skills for employment. (2) The *Migrant Title III Project Contract* for $321,000 is for training seasonal farmworkers at the South Dade Skill Center in the Homestead area which is surrounded by farmland. (3) The *Adult Basic Education Project, Titles I and III* for $250,000 is to serve training needs of qualified clients in areas of vocational skills training not offered in the Skill Centers such as courses in technical or health related fields. These trainees may be referred to Lindsey Hopkins Technical Education Center, Miami Lakes Technical Education Center, George T. Baker Aviation School, any of our adult education centers or one of the Miami/Dade Community College centers. The trainees have the option of attending school in the day or evening. (5) The *Hotel Training Project, Title I* for $180,000 provides funds to train adults as front desk clerks, bookkeepers, waiters/waitresses, P.B.X. operators, and hotel managers. This training is conducted in our sixty-five room hotel training facility in the Lindsey Hopkins Technical Education Center. (6) The *State Section 112 CETA* Funds, Title I for $505,000 are funds to supplement our local monies. Typical expenditures are for administrative staff, teacher assistants, aides, clerks, travel, equipment, renovation of facilities, individualized manpower training laboratories (IMT), and new instructional programs. The Florida State Section 112 monies have made the difference in the operation of the skill centers and heave helped put quality in our programs.

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A 1976 study by the U.S. Office of Education on CETA-Vocational Education Cooperation found that twenty-three out of forty-six states reporting used the State Section 112, five percent monies for allowances, compared with nine out of forty-four reporting in the fiscal year 1975. Does it come as a surprise that, in 1978, there is a bill in Congress recommending these funds be given to prime sponsors for supplemental vocational education instead of the Governor? In Florida, the State Department of Education, Division of Vocational Education, has provided the leadership to avoid the dissipation of these funds through expenditure for trainee allowances. Instead, we have used the monies to hire bilingual teacher aides to assist instructors and to strengthen our instructional program. We have made some major renovations to facilitate to provide laboratories for new programs and have used these funds to fully equip an Individualized Manpower Training System (IMT) in each Skill Center.

The IMT laboratory is the heartbeat of our Skill Center system. Without it we would be just another school offering vocational classess. When clients are referred to one of our three Skill Centers, they are interviewed to identify their educational objectives. They are tested in our work evaluation or work sampling laboratory to determine their interests and aptitudes. Clients are also given the Test of Adult Basic Education (TABE) to determine their reading, language, and math skills. If their academic achievement levels are low, clients may be placed in the Adult Basic Education program for remedial work.

Students enrolled in the vocational skills training program are scheduled in the IMT laboratory a minimum of one hour per day. Test results are used to prescribe a study schedule of individualized programmed modules to help the trainees achieve their objectives and to provide remedial work in language, arts and mathematics, if necessary. Employability skills and consumer education are also components of the IMT curriculum material.

Pre-tests and post-tests determine the students' progress. The students establish and set their own pace of study and accomplishments. The Miami Skill Center trainees testing records indicate that, on an average, the trainees increased their test scores three grade levels in a period of six months. This is an outstanding accomplishment when I remind you that many of our trainees come to us as former school dropouts and have negative mental problems aconcerning formal classroom instruction.

Since we're discussing accomplishments, may I also cite a recent real-life Horatio Alger. Jose Hoyos came to Miami from Spain less than two years ago. He spoke no English and was partially handicapped, blind in his right eye. He enrolled in the Skill Center welding class, completed it and is now employed as a welder with Blaw-Kuox Foundry and Mill Machinery in East Chicago. A recent note of thanks for his schooling was accompanied by a photostatic copy of his monthly paycheck. The check was for $2,300.

We have had other surprises such as female students enrolling in the non-traditional courses. Not only have they made good students, they have also been easy to place. Industry is seeking more skilled females than we can recruit for training.

In conclusion, may I suggest that at a time when the Congress and the Administration are seeking to clarify the role of vocational education in the nation's employment and training programs, it is essential that vocational administrators take an active role in demonstrating their capabilities of providing vocational training for job placement and employment. When the local schools' vocational educators team up with their prime sponsor to provide vocational training for the CETA client, they can become - - - - - - - - - - "A WINNING TEAM."

COORDINATING VOCATIONAL AND MANPOWER TRAINING ACTIVITIES IN A LARGE URBAN AREA

by Maurice E. Wilson*

CETA Youth Programs in Miami, Florida

The Division of Vocational and Adult Education in the Dade County Public Schools has been actively involved in providing on-the-job training opportunities for in-school youth since the inception of CETA. After Congress approved the Youth Employment and Demonstration Projects Act (YEDPA), funds were soon allocated to the South Florida CETA Consortium (SFCC) for the purpose of providing classroom instruction correlated with on-the-job training activities for in-school youth.

Initiation of the Youth Employment Training Program (YETP)

Section 97.717 (b) of the Federal Register governing the Youth Employment and Demonstration Projects Act of 1977, states that "Eligible applicants shall use at least 22 percent of their total funds to serve in-school youth in programs designed to enhance their career opportunities and job prospects pursuant to written agreements between them (eligible applicant) and local educational agencies (LEA's)".

Upon notification from the Executive Director of the South Florida CETA Consortium that funds were available, staff from the Division of Vocational and Adult Education developed a YETP proposal requesting $730,000 to train in-school youth. After the project approval process was completed, a Cooperative Agreement was entered into between the Dade County Public Schools and the South Florida CETA Consortium. Listed on the following pages are selected components taken from the agreement:

Purpose

The purpose of this agreement is to establish cooperation and coordination between the agreeing parties, South Florida CETA Consortium and the Dade County School Board. This will provide for a youth employment and training program for in-school youth exclusively under Title III of CETA, the Youth Employment and Demonstration Project Act (YEDPA).

It is the intent for this *YOUTH EMPLOYMENT AND TRAINING PROGRAM IN-SCHOOL YOUTH* to provide occupational information, career and vocational education via means of job related information, and employability skills instruction correlated with a work experience activity for in-school economically disadvantaged youth age 14—21. The Division of Vocational and Adult Education will provide instruction through the existing Cooperative Vocational Education programs, grades 9—12. There will be 280 slots, of which 15 percent will be allocated to fourteen-and-fifteen-year olds in the ninth and tenth grades.

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*Maurice Wilson is Supervisor of Distributive, Health and Diversified Occupations, Dade County (Florida) Public Schools.

Participants will receive classroom instruction in such areas as, but not limited to, business education, distributive education, health and public service, agriculture, diversified cooperative training, trade and industrial education, and home and family education. Work experience opportunities will be made available to the participants that have had related occupational information or classroom training in these vocational areas of instruction.

Approach

Target Population To Be Served

It is the intent of this program to serve youth, age 14—21 enrolled in grades 9—12, enrolled in a vocational occupational proficiency program or cooperative vocational education program. Students must meet the eligibility requirement which includes the fact that they are a member of a family unit that has a total family income at or below the 85 percent lower living standard income level. Specific dollar figures will be those as outlined by the United States Department of Labor.

Recruitment and Selection

Clients will be recruited from twenty-four separate high school locations and the following alternative schools: Miami McArthur North, Miami McArthur South, and Youth Opportunity Schools. Approximately 148 vocational teacher coordinators representing agriculture, business, distributive, diversified, health, home, and family education and the trade and industrial education program will assist in identifying and referring clients to this program.

Activities

Career Employment Experience

Clients enrolled in this project will receive work experience on the basis of $2.65 per hour for four hours daily from the period commencing February 1, 1978, through June 15, 1978. Pending the availability of funds and in order to meet the intent of the Act as specified in 97.702 (ii), six hours of work experience will be provided during the period commencing June 19, 1978, and extending through September 1, 1978. This provision will allow for transitional services to those students who were enrolled in, and attended the last regularly scheduled school semester and are scheduled to start the first week of September, 1978. Additional students enrolled in the program during the period of June 19, 1978, through September 1, 1978, must be scheduled and enrolled in any of the Cooperative Vocational Education classes scheduled to start in September, 1978. This project is scheduled to terminate September 30, 1978.

Project staff will have the responsibility of maintaining contact with the employer for the purpose of seeing that the program standards are being maintained as well as providing transitional services to the student.

Transitional services will be offered to the client along with subsidized employment for the work experience part of the school day. These transitional services will be coordinated with work experience activities. Methods of coordination and transitional services offered are listed on the following page.

Transitional Services

Transitional services provided to clients in this program will include the following activities:

1. Outreach, Orientation, and Assessment services will be provided. For example, the services of 148 vocational teacher-coordinators will be provided for the purpose of assisting in identifying potential enrollees to be referred to the program. Qualified applicants will be referred for screening and processing into the program.

2. Occupational information is presented to the client during classroom instruction hours. During this training period, clients are provided information regarding availability of jobs in different occupational areas as well as what the requirements are to obtain those jobs.

3. Activities promoting education to work transition will be completed during the vocational job-related instructional hour. Students receive course credit for this instruction, and the activities are correlated with the work experience activity.

4. Labor market information is presented to the client during the job-related vocational class period when job-related information is presented by the instructor.

5. Job developers will assist the client in making the transition from subsidized employment to non-subsidized employment. They will provide information as well as arrange for clients to be interviewed by prospective employers in the public and private sector.

6. Overcoming sex-stereotyping in jobs will be presented during the special employability skills sessions provided in this project. Clients will be counseled and briefed on job opportunities available that have been traditionally male or female oriented.

Classroom Training

Those students enrolled in a Cooperative Vocational Education program will receive instruction in the employability skills and job-related information. Course credit will be given for the classroom training as well as for the work experience activity; these credits apply towards those credits needed for graduation from high school.

The principle occupational areas for which courses and training will be offered in the classroom will include:

1. Agri-Business
2. Business Occupations
3. Distributive Occupations
4. Diversified Occupations
5. Health and Public Service Occupations
6. Home Economics Education
7. Industrial Occupations

Placement and Follow-up

The Vocational Education Recruiting Specialist requested in this project will be assigned the responsibility of providing placement services into full-time employment and/or placement into

additional vocational training activities. This specialist will provide vocational course information to the client. Information provided would include those vocational courses being offered at Miami Lakes Technical Education Center, the Lindsey Hopkins Technical Education Center, the Robert Morgan Vocational Technical Institute as well as other institutions that provide occupational skill training. This recruitment specialist will assist the client in making the transition from high school to a post-secondary adult training program. The ultimate goal will be to provide the client with those necessary skills that are required for jobs that would be considered a move up the career ladder.

Clients graduating in June, 1978 will receive the services of the project job developer. Clients will be monitored and a follow-up conducted on each client for the duration of the project.

Service to Participants

There are now existing linkages established with community agencies that provide services to clients enrolled in this project. A supportive service directory has been compiled and is available for client use. Those services and agencies made available include but are not limited to the following: (Appendix A)

Neighborhood Family Health Center
Social Security Administration
Lindsey Hopkins Dental Clinic
Division of Family Services
Jackson Memorial Hospital Outpatient Clinic
Dade County Health Department

Work experience and classroom instruction will be linked together. Students will be provided job-related information and employability skills instruction as well as skill training for those who require it. Students will be provided academic credit for those vocational courses that are correlated with the work experience activity.

Youth enrolled in this training project may receive on-the-job training from those cooperating Cities, State Agencies, Metropolitan Dade County Government, the Dade County School Board, and Federal Governmental Agencies. (Appendix B)

Assurances

This agreement sets forth assurances that:

1. Participating youths will be provided meaningful work experience, which will improve their ability to make career decisions and which will provide them with basic work skills needed for regular employment not subsidized under this in-school program.

2. Jobs provided under this project will be certified by the Dade County School Board as relevant to the educational and career goals of the participating youths.

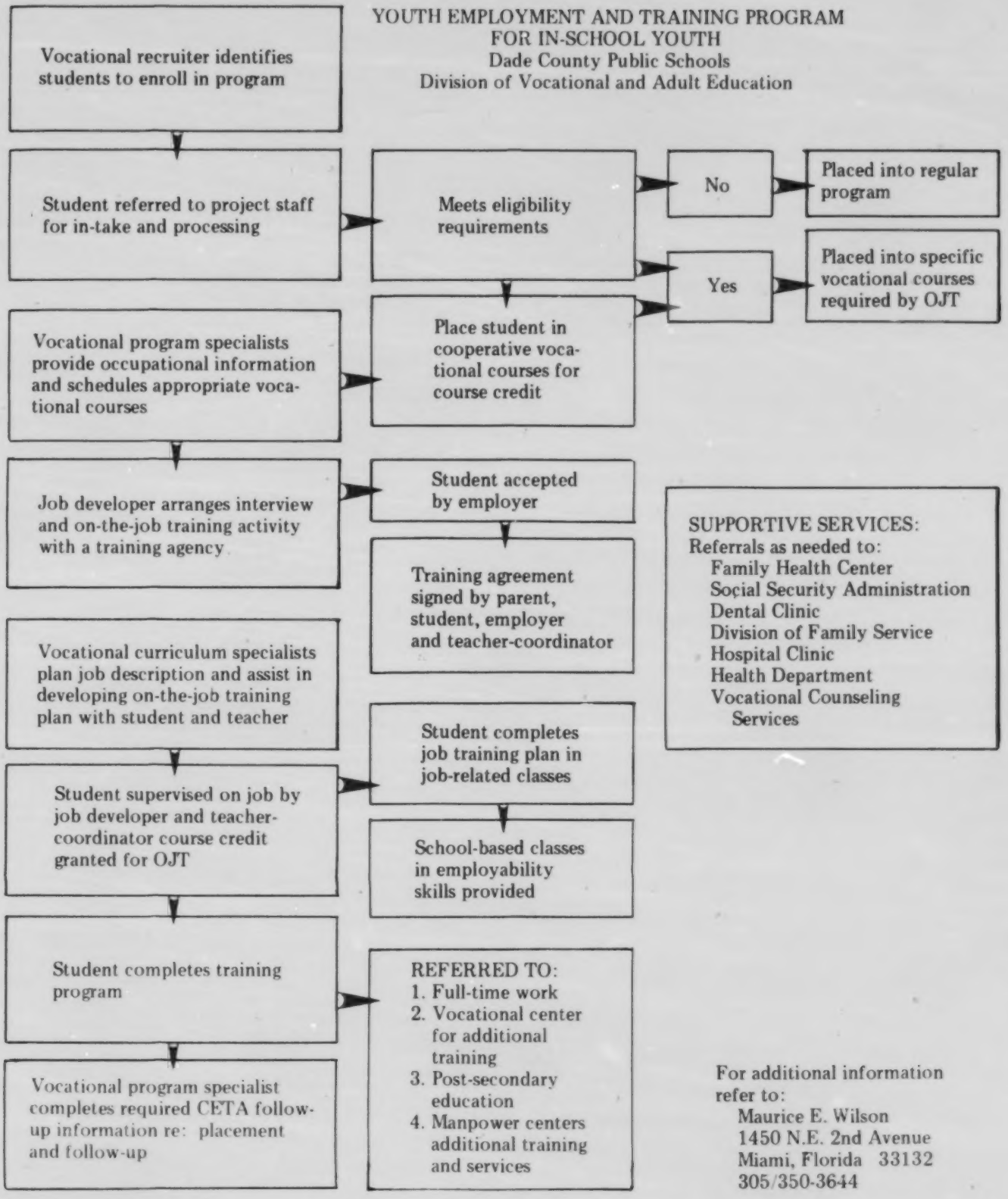
3. Youth participants will be selected from a group of youth who are certified as CETA eligible; who need the work to remain in school, and shall be selected by the appropriate educational agency or institution, based on the certification for each participating youth by the school-based guidance counselor that the work experience provided is an appropriate component of the overall educational program of each youth.

APPENDIX

A. Flow Chart of Services to Participants

B. Linkage with Community Agencies and Employers

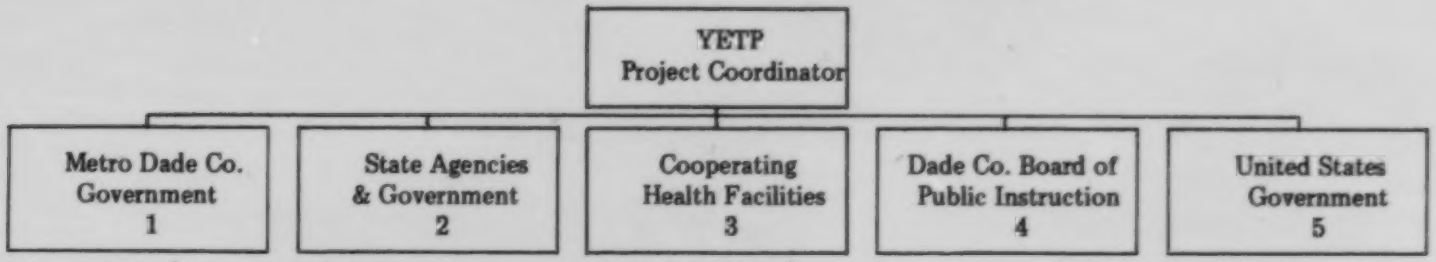
YOUTH EMPLOYMENT AND TRAINING PROGRAM
FOR IN-SCHOOL YOUTH
Dade County Public Schools
Division of Vocational and Adult Education


Vocational recruiter identifies students to enroll in program
Student referred to project staff for in-take and processing
Meets eligibility requirements
No
Placed into regular program
Yes
Placed into specific vocational courses required by OJT
Vocational program specialists provide occupational information and schedules appropriate vocational courses
Place student in cooperative vocational courses for course credit
Job developer arranges interview and on-the-job training activity with a training agency
Student accepted by employer
Training agreement signed by parent, student, employer and teacher-coordinator
SUPPORTIVE SERVICES:
Referrals as needed to:
Family Health Center
Social Security Administration
Dental Clinic
Division of Family Service
Hospital Clinic
Health Department
Vocational Counseling Services
Vocational curriculum specialists plan job description and assist in developing on-the-job training plan with student and teacher
Student completes job training plan in job-related classes
Student supervised on job by job developer and teacher-coordinator course credit granted for OJT
School-based classes in employability skills provided
Student completes training program
REFERRED TO:
1. Full-time work
2. Vocational center for additional training
3. Post-secondary education
4. Manpower centers additional training and services
Vocational program specialist completes required CETA follow-up information re: placement and follow-up

For additional information refer to:
Maurice E. Wilson
1450 N.E. 2nd Avenue
Miami, Florida 33132
305/350-3644

YOUTH EMPLOYMENT AND TRAINING PROGRAM

Program Coordination Linkage with Community Agencies and Employers



Metro Dade Co. Government 1

Cities include:[1]

Bal Harbor
Bay Harbor Islands
Biscayne Park
Coral Gables
El Portal
Florida City
Opa Locka
Perrine
Sweetwater
Golden Beach
Hialeah
Hialeah Gardens
Homestead
Indian Creek
Kendall
Ojus
South Miami
Virginia Gardens
Kendall Lakes
Miami
Miami Springs
Miami Shores
North Bay Village
North Miami
North Miami Beach
Surfside
West Miami

State Agencies & Government 2

Departments:

Agriculture
Commerce
Health & Rehabilitative Services
Youth Services
Highway Safety
Highway Patrol
Motor Vehicles Division

Cooperating Health Facilities 3

Hospitals include:[3]

American
Baptist
Health Department
Jackson Memorial
James Archer Smith
Mailman Center
Martin Luther King
Miami Dade General
Miami International
Mount Sinai
North Miami General
Coral Gables
Osteopathic General
Palm Springs General
Palmetto General
Pan American
Saint Francis
United States Dept. of Public Health
Variety Children's
Veteran's Administration
Westchester General
South Miami
Cedars of Lebanon

Dade Co. Board of Public Instruction 4

Departments include:

County Offices
District Offices
Maintenance Dept.
Stores & Distribution
Television Studio
Hotel Lindsey Hopkins
Area Vocational Centers
Transportation
Security
Fiscal Control

United States Government 5

Departments include:

Agriculture
Bureau of Customs
Commerce
Housing & Urban Dev.
Post Office
Social Security Admin.
Veterans Admin.
Interior
Justice
Employment Service

For additional information contact:
Maurice E. Wilson
1450 N.E. 2nd Avenue
Miami, Florida 33132
305/350-3644

Students enrolled in this YETP project for in-school youth are provided opportunities to receive on-the-job training in an occupational area commensurate with their abilities. On-the-job training activities are planned and developed in cooperation with the employer, the vocational program specialist, the school based teacher-coordinator and the student. Students may be assigned an on-the-job training activity with one of the agencies as listed above. (See additional listings on the reverse side of this page.)

SECTION THREE:

FEMALE CLIENTS, MINORITY CLIENTS, AND VOCATIONAL EDUCATION

Practices to Assure Sexual Equality in Vocational-Technical Programs

Practices to Assure Racial Equality in Employment of Graduates of Vocational Education

Techniques for Orienting Vocational Education Personnel to the Needs of Minority and Female Clients

PRACTICES TO ASSURE SEXUAL EQUALITY IN VOCATIONAL-TECHNICAL PROGRAMS

by Janus Lewin Weiser*

As an employer viewing the vocational education program, I see its primary goal to be the technical training of a prospective work force.

However, as a person who has been working in "non-traditional" occupations for the last seven years, I see a broader responsibility for those engaged in vocational education. Insofar as a vocational education program's success is measured by how well it places its graduates, we need to examine the merits of educating both the students and potential employers.

Training students to enter non-traditional occupations may be putting the cart before the horse if employers are not willing to accept them in these jobs.

With this thought in mind, several suggestions come to mind:

1. Vocational education program administrators can emphasize the merits, from a human resources viewpoint, of placing graduates in non-traditional roles when dealing with employers. This could be carried one step further into planning a marketing strategy directed toward selling consumers (employers) on this idea. After all, if there are few positions open to non-traditionally trained people, very few students will consider and train for these careers.

2. A vocational education program should include career counseling that is specifically directed toward preparing individuals who are interested in pursuing non-traditional careers for the special problems they will encounter. Such counseling would be especially helpful to them in dealing with job-related interpersonal conflicts and the resentment they will face in this environment. Skill development is particularly critical to people entering non-traditional roles, but if skill training is not coupled with counseling to prepare them psychologically for these roles, the total program will be ineffective.

3. Role models are especially critical in the career development process. In this respect, care should be taken to have instructors and administrators that are competent role models themselves, in both traditional and non-traditional functions. The community can also act as a resource for non-traditional role models. While it may not be feasible to include these people as staff members, they are a good resource for speakers, group discussion participants, and advisors.

4. Additionally, staff members working with students who are learning non-traditional jobs should be sensitized to the cultural, educational, and physical differences between men and women. These factors influence both the student's attitude and rate of learning.

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*Janus Weiser is Supervisor of Business Relations for State Regulatory Matters, American Telegraph and Telephone (New York, New York).

5. Finally, the most important thing a vocational education program can offer persons preparing for a non-traditional occupation is support for the individuals' aspirations. They have chosen a difficult and often discouraging road, and will need all the encouragement such a program has to offer.

The increasing success of any program attempting to assure sexual equality will depend on the success of its graduates. As more technical graduates are accepted into non-traditional occupations and are able to succeed, the avenues will open and provide more alternatives for all people.

PRACTICES TO ASSURE SEXUAL EQUALITY IN VOCATIONAL-TECHNICAL PROGRAMS

by Robert W. Hershberger*

Introduction/Overview

I have been asked to address the topic "Practices to Assure Sexual Equality in Vocational-Technical Programs" from a personal perspective. I consider myself to be a product of professional rather than vocational or technical education, but I believe many of the feelings, considerations, and concerns which I experienced would be similar to those of vocational or technical students entering a predominantly opposite sex field. Some of you may have associate degrees and/or practical nursing programs in your institutions. Others in the audience may not be familiar with basic nursing education programs. Although my address focuses on my nursing experience, I will identify areas of concerns and consideration which could apply to other predominantly male or predominantly female intensive fields.

Minority Status

I believe it is very important for the potential student as well as the faculty to know the *degree* of sex predominance in a given field. From a statistical overview, the potential student can identify ...ilities and ramifications of practicing in that field. Faculty can use the statistics to be aware of trends, to compare their own program enrollment by sex, and perhaps to set goals for enrollment by sex. I have compiled the following national statistics about men in nursing which certainly validates my minority status as a male nurse. The statistics also help me to more specifically characterize the minority status.

Men in Professional Nursing in the U.S.A.

1. Employed R.N.'s — % MEN — 0.9% in 1962 — 1.4% in 1972

2. Employment Status of MEN — 1972

Institutions	80% in Hospitals 20% in Education, Industrial, Public Health, Nursing Homes, etc.
Positions	31.5% General Duty (56% for women) 68.5% Administrative, Supervisory (44% for women) Instructors, Consultants

*Robert Hershberger is Assistant Administrator—Nursing Services, Bethesda Hospital (Zanesville, Ohio).

3. Men in Schools of Nursing

Enrollment	1971-72	1974-75
Diploma	3.8%	4.9%
Assoc. Degree	6.8%	7.4%
B.S.N.	4.0%	5.5%
All	4.8%	6.0%
Graduations		
Diploma	2.9%	6.1%
Assoc. Degree	5.3%	8.7%
B.S.N.	2.8%	6.1%
All	3.8%	7.3%

What do these statistics tell you? The number of men in nursing is increasing very slowly. The majority work in hospitals, as is true for women. A higher percentage of the men are employed as administrators, instructors, etc. This may be attributed to the fact that higher percentages of men than women in nursing obtain Bacaalaureate and higher degrees. It may also be influenced by male dominance/superiority attitudes within our society. School enrollments and graduations of men are increasing slowly but more so in baccalaureate programs.

School Selection and Application Processes

I graduated from high school and entered a hospital based, diploma school of nursing in 1961. Even in those relatively unenlightened days, I received encouragement and support for my interest in nursing from my family and high school faculty. Specifically, I was not discouraged by my family or high school counselors from pursuing a career in nursing as were some male nurses I have known. However, I was not counseled to even consider a baccalaureate program in nursing.

The process of applying to schools of nursing was another matter. Some schools were still struggling with the admission of racial minority students and apparently were not ready to deal with a sexual minority too. Other schools claimed to admit men, but when I arrived for a personal interview, I was greeted with varying degrees of suspicion and, in one instance, outright hostility. All my interviews were with female faculty members. None of the schools to which I applied had men on the faculty. The school I chose to enter seemed to be prepared and almost eager for male student enrollment. All female students lived in the school nursing dormitory but the school had a definite plan for assisting men with housing in the area. The school had had previous male students and graduates and was considering three men for admission when I applied. The faculty member with whom I interviewed openly discussed both the disadvantages and the advantages of having minority status as a man in the program and the profession.

Educational Program and Experiences

Some aspects of my three year educational program and experiences are significant in respect to sexual equality.

Although there was a core type of acceptance of male students among the faculty, there were naturally, some individual variations. This was most apparent in the clinical assignment of patients or clients made by faculty members. Some did not assign male students to female patients. Others would, considering the extent of care needed by the female patient. The pattern of assignment

which evolved considered the maturity and confidence of the individual male student, and the receptivity of the female patient.

Attitudes of the practitioners of hospital staff in the clinical areas were also very important. Again, the attitude was generally one of acceptance of male student. This I'm certain also had a positive influence on patient/client acceptance. Also, I assume the faculty had "paved the way" in preparing the practitioners in the clinical areas for male student. I would expect faculty to intervene directly or through administrative channels in the agency or institution if minority students were confronted with rejection or harrassment. Neither I nor my three male classmates ever experienced this.

I did experience discrimination particularly from practitioners in clinical service areas. However, it was positive rather than negative discrimination. Male students were often treated as a novelty by the staff. Hospital staff frequently knew us by name before we arrived in a clinical area. Staff seemed to experience particular pleasure at having a male student assigned to their unit for clinical experience and seemed to be proud that the hospital's school had men in the program. Female students were aware of this positive discrimination, discussed it with us and accepted it somewhat as a matter of course. I suspect that female students acceptance of that situation would not occur as readily if at all today and might require some particular attention by both faculty and practitioners.

Although not true for women, there was an almost total lack of male role models for the male students. There were no male nurses on the faculty or in nursing service of the hospital. One male nurse consultant was obtained to instruct us on procedures related to urinary catheterization. It would have been helpful to have had more frequent and extensive exposure to competent male nurses.

Some social events and special experiences were planned for the students by the school which were somewhat awkward for the male students. For example, command appearances at a tea and reception held at the Women's Club did little to generate enthusiasm in me or my male colleagues.

Summary

In summary, I've tried to identify areas and aspects of my basic professional education in which sex bias was evident. I hope this will assist you in reviewing your own programs and at least identifying if not correcting areas of sex biases.

PRACTICES TO ASSURE RACIAL EQUALITY IN THE EMPLOYMENT OF GRADUATES OF VOCATIONAL EDUCATION PROGRAMS

by Sidney Daniels

The employment of blacks and other minorities is a largely unmet challenge in this country. The unemployment rate among blacks as a group exceeds considerably that of whites. Among young blacks it is of crisis proportion. Racial prejudice and hiring discrimination are the basic causes of the problem. Lack of available jobs and an unhealthy economy aggravate this situation. Inadequate education and training are fundamental causes which compound the gravity of this deplorable condition. Sufficient training which is job related is needed for minorities. Vocational education endeavors to fill aspects of this void. When minorities receive training in skills, it is still not enough. There remains the urgent necessity for adequate job placement. Vocational education with successful job placement is a significant part of the overall solution, a fact that points out the paramount importance of the subject under discussion in this paper.

The Baltimore City Public Schools provide a one year continuing job placement service to graduates. This service is assigned regionally for job development and student placement. The placement service is an extension of the cooperative Vocational Education Program that provides work-study and work experience for those students immediately qualified to bridge the school to work concept. Operating since 1929, the service has enjoyed varying degrees of success, in the fulfillment of a meaningful transition from school to work.

During the 1976—1977 school year, service in Cooperative Education was provided to twenty-seven schools. Within this number distribution is as follows:

Business Education	14 schools
Distributive Education	10 schools
Trade and Industry	9 schools

(Includes four cosmetology programs)

The attachments will provide data by vocational program, i.e., Business Education, Trade and Industry and General Work Experience in Vocational and Comprehensive Schools. Schools No. 410 and 454 are Vocational Technical High Schools. Schools Nos. 453 and 298 are Vocational High Schools.

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*Sidney Daniels is Chief Equal Employment Opportunity Officer, Bureau of Construction, Interstate Division for Baltimore City (Maryland).

It is apparent that employment has a correlation with race. The placement of minority workers always poses a special problem. The efforts of educators in minority job placement must be augmented by the action of others. Caucasians always have persons in positions of power and prestige in the political and economic world who have a predilection to hire from this ethnic group identity. Government regulations that require Affirmative-Action in the hiring and upgrading of minorities assist in combating racial discrimination in employment. These laws provide an incentive for the employment of blacks and other minorities. There is, however, no full commitment or will to eradicate racism covert in the obtaining of employment. Because of these salient factors, I have initiated some special programs on a small scale to help young blacks secure employment. The problem is so pervasive that it requires the work of many to alleviate or solve the problem (see attachment "Wanted"). This program was done in conjunction with Dr. Benjamin Whitten and his staff of the Vocational Education area of the Baltimore City Public Schools. It was a successful program. A few of the students who came into construction work during the program are still working in the construction field.

Insurance Workshop

Purpose: To acquaint black males with property and casualty insurance

Criteria: Senior (12th grade) students
(Black Males)
2½ — 3 hours a day

Materials were paid for by the participating companies and students were given a small stipend (to help cover travel expenses).

Cooperative arrangements—Baltimore City Public Schools, Department of Licensing and Regulation—Insurance Division, three large insurance companies and Reverend Sidney Daniels

Goals: At the end of a six-week workshop, graduation exercises are held. Students are placed in full-time employment with property and casualty insurance agents.

This was a successful Training Program. It not only resulted in Job Training and Placement, it resulted in the establishment of a Training Program which is part of the curriculum of Community College of Baltimore. The cost (fee) for taking this course is reasonable. Also, it was brought about by the cooperative efforts of the Insurance Industry, The State Insurance Commission Officers, Members of the Insurance Industry, and myself. As a courtesy, I received a notice whenever a new class begins in this course which is entitled "Insurance Opportunity Unlimited, I.O.U."

The history of the origin of this course dates back to several years ago when I chaired a committee of the Interdenominational Ministerial Alliances in which I visited several large insurance firms and the State Insurance Commission Office in protest of the unsatisfactory employment record for minorities, especially in the Property and Casualty Insurance Field. We now attempt to describe the responsibilities of the equal Employment Officer for the Interstate Division for Baltimore City. The duties of the Equal Employment Officer are defined by authority of Federal Laws 11246, 11375, 11478, PR. 1273, Title VI, Title VII, and FHWA Act of 1973. Federal Highway Administration Order Interim 7-21 (1), Transmittal 49, March 17, 1969, special provisions, sets forth specific Equal Employment Opportunity responsibilities. All road or bridge construction

WANTED

Young men and young women, 18 years of age or older, interested in highway and bridge construction . . . Job slots will be available this Spring with the following companies:

Empire Construction Company
P. Flanagan and Sons
Interstate Bridge Company of Maryland
C. J. Langenfelder and Sons

Entry into the highway and bridge construction industry will be at the intern level with advancement based on the individual's motivation; the ability to adapt to the job and working conditions; the ability to work as part of a group and follow directions; and the ability to acquire the skills needed to function on the job.

Some of the jobs available after a satisfactory internship are:

Highway or Bridge Carpenter
Cement Finisher
Ironworker

To be considered for the program, the applicant must be at least 18 years of age and possess good physical health.

The starting wage will be from $3.00—$3.50 per hour.

If you are interested in learning more about this opportunity, please complete the coupon below and return by April 10, 1974 to:

Dudley F. Henry
Vocational Education Area
23rd and Calvert Streets
Baltimore, Maryland 21218
467-4000 Extension 464

O R

Rev. Mr. Sidney Daniels
Maryland State Department
of Transportation
Interstate Division for Baltimore City
1001 Cathedral Street
Baltimore, Maryland 21201
396-4194

I would like to learn more about the opportunities in the Highway and Bridge Construction Industry.

Name _____

Home Address _____

School _____

Telephone _____

which is designated federal aid comes under the provisions of these regulations. In a capsule statement, the provisions require the implementation of these policies: "It is the policy of this company (the contractor) to assure that applicants are employed, and that employees are treated during employment without regard to their race, religion, sex, color, or national origin. Such action shall include: employment, up-grading, demotion or transfer, recruitment, advertising, layoff, or termination, rates of pay or forms of compensation, and selection for training, including apprenticeship, or pre-apprenticeship, and/or on-the-job-training." The contractor is required to make best efforts to recruit minority workers. Best efforts cannot be absolutely defined. It must be kept in mind that road construction as career work is relatively new to minorities, especially black minorities. This is not to say that blacks have never done road construction work. The work in the past has largely been done on a transient and temporary basis. Their work experience has been almost exclusively as laborers. Consequently, the law requires contractors to recruit, hire, upgrade, and train.

The volunteer aspect of this requirement did not produce sufficient results. As a means to remedy the dearth of skilled workers, the Federal Highway Administration promulgated FHWA Order Interim 7-2 (2), Training Programs—Federal-Aid Highway Construction Contracts. "By means of a Training Special Provision to be included in selected Federal-Aid Highway construction contracts, each state will require Federal-Aid contractors to provide adequate training to unskilled workers designed to advance such workers to Journeymen status in the Highway Construction Industry." Because the law has only been in effect since 1970, a full evaluation is not possible. It is certainly a step in the right direction.

There are some problems in making the training and identification of minorities. First is the location and identification of minorities. Secondly, there is the problem of retention. Unless a worker remains on the job, he cannot complete the training. Certainly, there is bound to be a turnover of trainees. Excessive turnover causes the contractor to feel that the program is a failure. It must be noted that there is a high turnover of construction workers due to the nature of the work and the kinds of individuals who have traditionally been attracted to road construction. Many have viewed the work as transient and not as a career. For example, Minority group members did not make careers in Highway Construction because most of them were functioning at the laborer's level. The negative effects of past discrimination cannot be easily or quickly overcome. The law requires the contractors to utilize community resources and to fully disseminate information in the minority communities through the news media, personal contacts, and organizations in the minority communities. Some favorable results have come from these methods. Efforts of this kind need to be expanded.

Opportunities for skilled training in road construction still are not widely enough known among minorities. Before the contractor bids on a Federal-Aid contract, he is informed of the required number of trainees. In the pre-construction conference, the E.E.O. Officer instructs him that before he can be given the Notice to Proceed, the Training Program must be approved by the State and Federal Highway Administrations.

At the pre-construction conference, the E.E.O. Officer briefly discusses Equal Employment Opportunities. This includes Executive Order No. 11246 and Interim Orders 7-2 (1), 7-2 (2) and any other relevant federal regulations. He also presents the contractors with copies of notices and posters to be placed in areas readily accessible to all employees. He further advises the contractors of his availability to assist them at anytime in complying with Equal Employment Opportunity requirements. The model training program is written in the blue booklet called, "On-the-Job Training Program for the Highway Construction Industry," revised 1970, Contractor Division, American Road Builders Association, 525 School Street, S.W., Washington, D.C. 20024. Each skilled craft requires a specified number of hours for non-union journeyman status. The usual program requires 520 to 1040 hours.

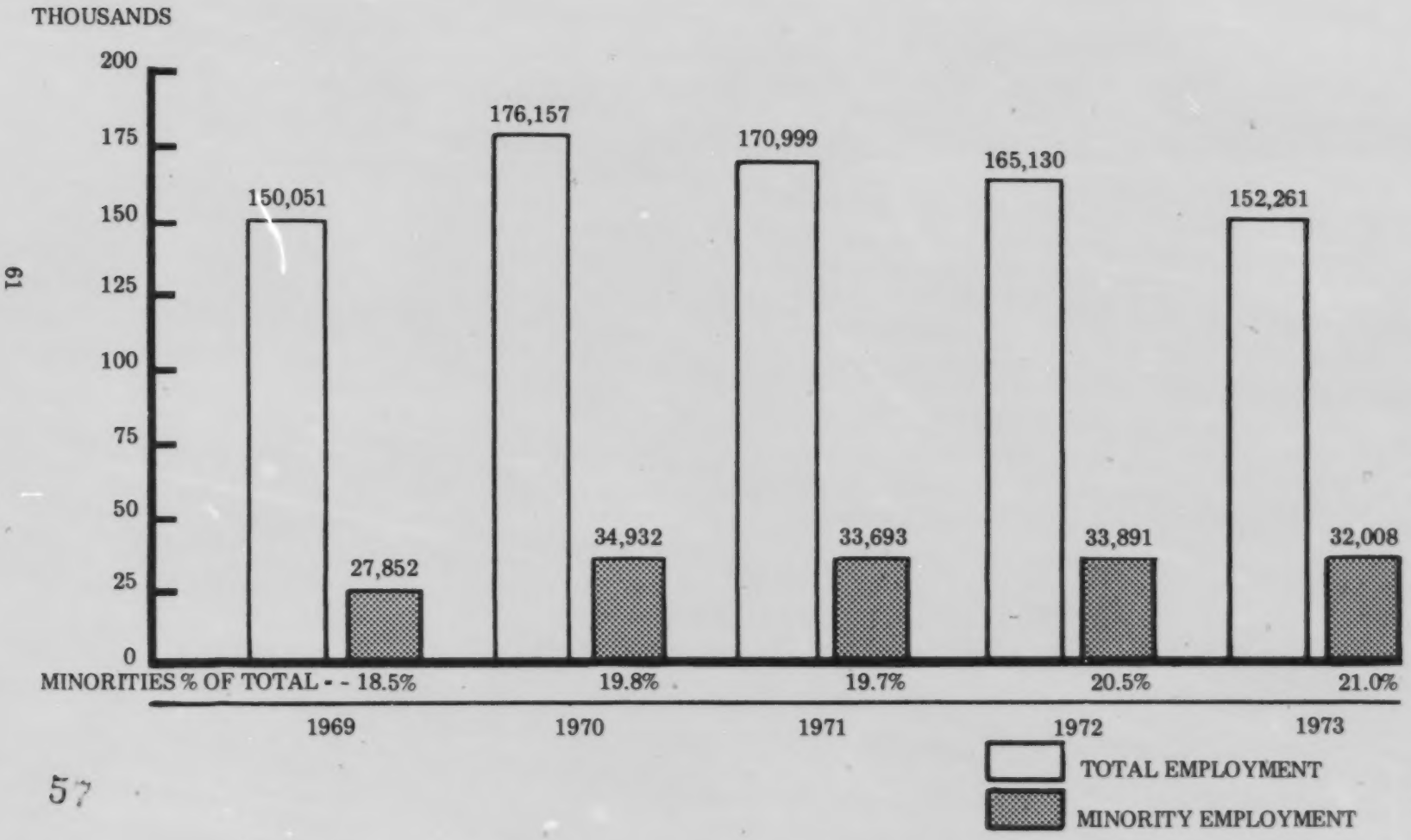
APPENDIX

A. Total and Minority Federal Highway Construction Employment Chart

B. Federal-Aid Highway Construction Quarterly Report

C. Baltimore City Public Schools (Job Opportunities Service) Statistical Report

TOTAL AND MINORITY
FEDERAL HIGHWAY CONSTRUCTION EMPLOYMENT
(1969 through 1973)



APPENDIX B

U.S. DEPARTMENT OF TRANSPORTATION Federal Highway Administration Federal-Aid Highway Construction Quarterly Training Report	Reports Control Symbol HO-30-17

INSTRUCTIONS: This report is to be completed quarterly by the State Highway Department summarizing the FHWA-1409 Training Data. Four copies of the report are to be submitted to the FHWA Division Office by the 30th of the month following each quarter (April 30, July 30, October 30, and January 30.)

1. State	2. Quarter Ending	3 Number of projects underway during quarter and containing Training Special Provisions
Maryland	*December 31, 1973*	*52*

LEGEND: N—Negro OR—Oriental I—American Indian S—Spanish American O—Other TI—Total

Line No.	Training Classification	Number Receiving Training During Quarter						Number Starting Training During Quarter						Number Completing Training During Quarter						Total Hours of Training During Quarter
	A	B						C						D						E
		TI	N	OR	I	S	O	TI	N	OR	I	S	O	TI	N	OR	I	S	O	Total
4.	Equipment Operators	*24*	*20*				*4*	*13*	*11*				*2*	*2*						*3036.00*
5.	Mechanics	*0*						*0*						*0*						*0.00*
6.	Truck Drivers	*8*	*6*				*2*	*1*					*1*	*1*	*1*					*1645.75*
7.	Iron Workers	*4*	*2*				*2*	*1*					*1*	*1*					*1*	*240.00*
8.	Carpenters	*21*	*9*				*12*	*6*	*3*				*3*	*3*	*2*				*1*	*3308.00*
9.	Cement Masons	*7*	*5*				*2*	*1*	*1*					*1*					*1*	*1302.00*
10.	Electricians	*5*	*5*					*0*						*2*	*2*					*1809.00*
11.	Pipefitters Plumbers	*0*						*0*						*0*						*0.00*
12.	Painters	*0*						*0*						*0*						*0.00*
13.	Other Skills	*25*	*15*			*2*	*8*	*8*	*7*				*1*	*5*	*2*				*3*	*4414.00*
14.	Totals	*94*	*62*			*2*	*30*	*30*	*22*				*8*	*15*	*9*				*6*	*15,754.75*

15. Comments

**Other Skills Include: Form Sellers — 2 Negroes and 1 Other: Grade Checkers — 2 Negroes and 2 Others: Guard Rail Erectors — 1 Negro and 1 Spanish-American: Instrumentman — 1 Spanish-American: Landscape Workers — 7 Negroes and 1 Other: Oiler — 1 Negro: Pipelayers — 1 Negro and 2 Others: Rodmen — 2 Others: Sign Erector — 1 Negro.*

16. Number of New Hires Receiving Training	17. Number in Apprenticeship Training	18. Number of terminations prior to completion of training
48	*41*	*20*
16A. Number of Up-grades Receiving Training	17A. Number in Other On-Job Training	xxxxxxxxxxxxxxxxxxxxxxxxxxxxxx xxxxxxxxxxxxxxxxxxxxxxxxxxxxxx xxxxxxxxxxxxxxxxxxxxxxxxxxxxxx xxxxxxxxxxxxxxxxxxxxxxxxxxxxxx xxxxxxxxxxxxxxxxxxxxxxxxxxxxxx
46	*53*	

19. Report Prepared by (Signature and Title of State Highway Official)	20. Date
James A. Hester, Chief, Equal Opportunity Unit — Construction	*January 30, 1974*

Form FHWA-1410 (4-71)

BALTIMORE CITY PUBLIC SCHOOLS

(Job Opportunities Service)
STATISTICAL REPORT
July 1976—June 1977

Programs	Girls	Boys	Total	Hourly Rate	Hours Worked	Wages Earned
			Comprehensive and Vocational-Technical Schools			
Business Education						
				Region I		
School 70	21	8	29		14,886	39,403.80
				Region II		
School 40	14	0	14		6,340	17,462.00
404	3	0	3		2,565	5,899.50
				Region III		
School 405	35	0	35		18,109	46,834.00
				Region IV		
School 402	38	0	38		23,862	51,153.80
410	37	1	28		13,406	36,726.00
				Region V		
School 401	4	8	12		8,331	21,105.50
407	34	0	34		25,227	68,317.31
				Region VI		
School 406	6	1	7		1,600	3,932.00
				Region VII		
School 411	7	1	8		3,205	7,870.00
450	12	1	13		7,640	20,974.52
454	41	2	43		11,984	25,435.00
				Region VIII		
School 400	8	3	11		7,824	18,247.40
412	18	0	18		7,536	16,605.00
Summation	285	25	310		157,925	$378,994.35

BALTIMORE CITY PUBLIC SCHOOLS

(Job Opportunities Service)
STATISTICAL REPORT
July 1976—June 1977

Programs	Girls	Boys	Total	Hourly Rate	Hours Worked	Wages Earned
			Comprehensive and Vocational-Technical Schools			
Trade and Industry						
School 70	0	1	1	Region I	800	1,840.00
School 414	10	0	10	Region II	2,955	7,085.00
School 405	0	30	30	Region III	7,484	18,146.00
School 402	0	22	22	Region IV	10,107	25,269.00
410	38	70	108		35,174	122,106.05
School 454	36	33	69	Region VII	19,728	48,509.53
School 400	0	2	2	Region VIII	1,720	4,730.00
Summation	84	158	242		77,968	$ 227,685.58

BALTIMORE CITY PUBLIC SCHOOLS

(Job Opportunities Service)
STATISTICAL REPORT
July 1976—June 1977

Programs	Girls	Boys	Total	Hourly Rate	Hours Worked	Wages Earned
			Comprehensive and Vocational-Technical Schools			
General Work Experience						
				Region II		
School 40	63	24	87		6,349	39,403.80
404	16	0	16		2,309	3,838.13
414	16	15	31		12,669	33,168.00
453	20	38	58		10,749	25,595.10
298	1	14	15		3,024	6,858.20
				Region III		
School 405	9	19	28		11,010	24,903.00
				Region IV		
School 402	38	30	68		21,275	46,192.31
410	2	7	9		4,930	13,343.00
				Region V		
School 401	8	16	24		13,630	31,988.26
407	28	0	28		13,303	34,948.80
408	0	18	18		5,959	14,811.70
				Region VII		
School 181	0	18	18		2,700	Volunteer
411	19	12	31		18,251	42,696.50
450	11	14	25		16,225	34,872.52
				Region VIII		
School 400	2	2	2		896	2,060.80
412	4	15	19		20,260	24,270.00
Summation	236	228	464		150,505	$337,248.12

PRACTICES TO ASSURE RACIAL EQUALITY IN EMPLOYMENT OF GRADUATES OF VOCATIONAL PROGRAMS

by Isaiah C. Fletcher*

Several years ago, in serving as a staff member at the Baltimore Urban League, and having job placement as one of my responsibilities, I was able to learn some of the problems related to efforts to include more blacks in various crafts and craft-related fields. I knew that Carver Vocational Technical High School was producing young men who could compete with white students at Mergenthaler, a 99-44/100 percent white populated vocational-technical school. Despite this reality, graduates of the black school did not and were not receiving equal consideration in the labor market. Presently, I am employed by the largest private facility in the Baltimore Metropolitan Area. I have had the responsibility of recruiting (beating the bushes) for minorities to compete for our craft and craft-related job vacancies. Here I'm referring to apprenticeship jobs—electrical, mechanical, machinists, electronic, pipefitter, etc.—and related craft positions—electrical helper, mechanical helper, craft handyman, etc. Our recruitment efforts have had us devising programs for testing in the schools on Saturdays for the convenience of students, and paying the expenses of the school custodial force responsible for supervising the building. In conjunction with this effort, we have opened our testing section on Saturdays for the convenience of students who could not visit the plant during the week. The results were depressing. Students with vocational-technical backgrounds performed worse than those with academic backgrounds; black students, generally, performed worse than white students. I recognize the endless arguments and debates we could carry on about the validity and reliability of certain tests. I know the argument about cultural bias in testing. Despite this knowledge, the fact is that tests are with us and will be with us for as long as any of us here are around. The reality is we have to deal with them.

The truth of the matter is that with my experiences in the affirmative action field and my association with educators and vocational-technical specialists, I do not know of any way to assure racial equality in employment of anyone in any program. You may develop all the objective—so called— measures you choose: you may have an increase in the number of minorities who pass those measures, but you will still have to deal with subjective measures which no one of you here is willing to discard, such as, attitude toward people and work, appearance—long hair, short dress, shirt open, smoking cigarette during interview, proper use of language, and on and on. Such factors—good or bad— will be judged by the interviewer's scale, and that scale cannot be objectified. Do I mean to state or imply that we cannot minimize the role of subjective factors? No, I do not mean to state nor imply this, for I believe that employers need graduates of vocational programs. Blue collar jobs are where the opportunities are, but the supply of minorities pursuing these fields appears to be diminishing. At my place of employment, I meet so many young people who do not wish to get their hands dirty and don't want to perform "hard" work. What is the solution to such attitudinal problems? I do not know and as an employer I should not have this as one of my concerns. With the supply of jobs being less than the demand for jobs, this places the employer in a position of power.

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*Isaiah Fletcher is Assistant Superintendent of Personnel Services, Bethlehem Steel Corporation (Sparrows Point, Maryland).

He can afford to look at the cream and ignore any signs of cream with traces of milk. He's paying high wages and benefits; therefore, he has the right to seek and demand the best. The truth of the matter, as I see it, is that employers need your graduates; governmental regulations and court decrees have greatly de-emphasized race as a consideration in employment. Pressure is on the employer; failure to meet racial goals and timetables—without airtight justification—can lead to tremendous costs in legal fees, punitive damages, loss of contracts, etc. The employer's problem is the supply, a supply that will insure and assure for the employer a quality employee and, therefore, presumably, a quality service and/or product. You are the experts in the education and training of future applicants for the jobs for which you are preparing thousands of young people. You hold the other key to the assurance of minorities being employed—the production of a quality product. Quite frankly, I do not believe vocational-technical educators have done as well by their charges as they could have. In Baltimore, the standards for admission to a vocational-technical school are high. I feel, however, that the overall curricula have reinforced the belief that students who study vocational education are not as smart as those who attend comprehensive schools and pursue academic curricula. What has been missing in the vocational-technical educational process is a marriage between business, industry and the vocational-technical system. Considering all that I have said thus far, everything comes to this bottom line: Directors, policy makers, and implementers of vocational-technical education must get into industry and business. By this I mean they must go on loan, work for, take field trips to facilities which are future employers of their graduates. Arrangements should be made during the summer for instructors and teachers to work in locations where vocational-technical graduates are to be referred or are likely to apply for employment. Along with the practical experience, such persons should be oriented to selection procedures and requirements of the various facilities where they work. Subsequent to these experiences, a workshop consisting of educational and employer representation should discuss and clarify the needs of the program. Ideas discussed should be formulated in writing and submitted through channels for approval and implementation. The developing offspring should be placed in businesses and industries as summer employees, and commitments to hire—if business conditions permit—after graduation should be secured. This might sound like an esoteric idea. It can be done; it has been done but not nearly enough. You produce the quality product based on the industry and business inputs, afford practical OJT experiences with the cooperation of employers, and I believe that to be the greatest assurance for non-racial selection of vocational program graduates.

PRACTICES TO ASSURE RACIAL EQUALITY IN EMPLOYMENT OF GRADUATES OF VOCATIONAL PROGRAMS

by Jerome Monaghan

Considering the events of the past several decades, I view educational administrators as the veteran cadre of the revolutionary period of change through which our large cities have been passing. In my analogy I suppose the Vocational Education administrators are the Engineers and the Seabees of that cadre. You are probably closer to the action—with less recognition—than others; and, I suspect, your discipline makes your work more basic, more essential, more enduring than most.

Among the dates of "the revolution" I would include several in the 1940's when a wartime President, Franklin Roosevelt, by Executive Order, required affirmative action of "Defense Contractors" to begin to include those who were previously excluded from the manufacture of guns, ships, tanks, and planes being paid for the the U.S. government.

Nineteen fifty-four with the Supreme Court's Brown vs. Board of Education looms large as does 1965 when, after an historic debate, the Congress passed the Civil Rights Act. The convulsions in our cities require that 1968 be listed. 1972 saw the '65 law greatly strengthened. The Supreme Court may—with the Baake case—add '78 to history's list.

Those of us of mature years have seen the movement from exclusion through separate-but-equal, to tokenism, and now of "reverse discrimination." A topic which begins "Practices to Assure Racial Equality in Employment . . ." has got to be one of the most challenging on any program.

The first practice that I would recommend to you is the study of the laws and regulations that determine what practices employers in your area can or must support and which ones—however appealing they may appear—they cannot support. Ask representatives of three or four private employers to prepare a half-day seminar for you and your staff. (I suggest you save the public employers for a separate occasion since their regulations and practices are significantly different.) You will find that private employers of any significant size are trying to comply with a large number of very specific and sometimes conflicting governmental requirements. You will learn what methods they are using to try to meet goals to include representatives of any race/sex group that is "underutilized" in a particular job or kind of work while at the same time not selecting a lesser qualified individual over a clearly better qualified one.

Such a seminar should include information on "utilization analyses," the latest Selection Procedure Guidelines, and the requirements for affirmative action from the Office of Federal Contract Compliance.

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*Jerome Monaghan is Director of Equal Opportunity Services, Baltimore (Maryland) Gas and Electric Company.

I believe your staff will be disabused of some common and devoutly held stereotypes about the employment process. I think they may find that an approach or program they would very much like to see implemented is abolutely illegal. But, once there is an understanding of what an employer can and cannot do, I believe you and your staff will begin to develop and exploit the opportunities that are there. That is the second practice I recommend.

Approach your Chamber of Commerce, Merit Employment Council, or similar employer group. Display your appreciation of the technicalities of Equal Opportunity and Affirmative Action Laws and regulations. Suggest, strongly suggest, that you would like the endorsement of Chief Executive Officers for a continuing working arrangement with their top Employment Officers for the specific purpose of helping to meet affirmative action goals. Let's call this your Plan for Affirmative Action Response.

Thirdly, assign a member of your central administrative staff to work with the Employment Officers supplied to you on your Affirmative Action Plan Response. There will be a temptation to turn this assignment over to "regular" personnel, placement people or the staff of individual schools. Don't do it. Your first chore is going to be to examine the qualifications of the jobs employers will ask your help in filling. Your designee must be capable of encouraging employers to shape jobs and qualifications to levels you can supply. Your designee must also be able to initiate change in the curriculum, subject content, or standards of your schools if that proves necessary or desirable.

A fourth practice is that you should be prepared to keep records of your contacts with each company. Your successes or your failures depend upon meeting referral needs in terms of your broader subject headings.

You should follow up. Use the Chamber of Commerce luncheons and publications to praise those employers who have worked with you. Get the Chamber to praise those employers who have worked with you. Get the Chamber to point out those that have not. This is the fifth practice I recommend.

A sixth practice is to work with employers on particular, not just general problems. You will frequently find ways to help one another. Work-study programs, after-school or summer jobs that otherwise would have been uneconomical become desirable when they address a specific need.

I believe that the progress toward racial equality in the work place has been phenomenal. It has a long way to go but it has succeeded much more than in education, housing, politics, or social life in America. If you adopt the six practices I have recommended to you, I believe you may come to agree with me. If so, then the seventh practice should be spread words of hope and to encourage others in this most rewarding effort.

TECHNIQUES FOR ORIENTING VOCATIONAL EDUCATION PERSONNEL TO THE NEEDS OF MINORITY AND FEMALE CLIENTS

by Martie Martin*

Three steps will be presented in this paper for orienting vocational education personnel to the needs of minority and female clients. The steps are not revolutionary or original, but represent the approach the author has found to be effective in presenting inservice education, especially with staffs that because of a mandate (from one source or another) have been required to incorporate new clients or new content, or some other change into their programs.

This paper is based on two assumptions. The first is that an advisory committee or planning group of some type has been utilized. The membership in this group should combine the instigators (administrators or whoever started this activity), the recipients or participants (in this case the vocational education personnel), and the new clients (here being minorities and females). This committee is vital, of course, in the planning, but also in helping to win the support of the participants (for a positive attitude) toward the planned activities.

The second assumption is that the needs of minority and female clients have been already identified. Once you have identified the needs of the particular minority or female clients that your district or school serves, then hopefully some of the techniques presented will help you to facilitate your goals and objectives.

The first step is to provide an opportunity for vocational personnel to examine their own values and feelings regarding the minority or female clients. We are not talking about sensitivity training, but rather a chance to look honestly at some of the stereotypes we have developed. We need to have a chance to look at our own feelings rather than just having something jammed down our throats. Some of the value clarification techniques developed for teachers to use with students can be adapted for use with vocational education personnel. *Values and Teaching* (Raths, Harmin, & Simon) and *Values Clarifications* (Simon, Howe, & Kirschenbaum) are two books available in this field. Changing Times Education Service has developed an inservice education module, "Value Clarification." The CTES module deals with consumer education content, but the techniques could be adapted for use with vocational education personnel as they look at their values regarding the new clients.

Value clarification uses many techniques (rank ordering, forced choice, interviews, brainstorming, open-ended sentences, reaction statements, case studies, value grids, to name but a few) which the participants can use in their own situations with the new clients and other students. As the participants look at their own values concerning the new clients, they also are exposed to techniques they can incorporate into their own teaching. This gives a double "value" to step one.

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*Martie Martin is Coordinator of Consumer Education, Mesa (Arizona) Community College.

The important thing to emphasize in this step is that none of the techniques should be embarrassing or be unpleasant in any way. This is a time to look and see how you feel about (in this situation) minority and female clients. It can be interesting to look at your own values and why you feel the way you do about a particular topic. Hopefully this step will also be fun!

The second step is to present facts and information about the needs of minority or female clients. Baseline data are available from the U.S. Census, plus your district has probably done community studies of one kind or another. There are national studies as well as community agencies or action groups that may have a wealth of information they would like to share. Maybe on-site visitations or discussion groups with the new clients might be some of the ways to gather information. It is important that the information be up-to-date. An historical overview might be useful in understanding current needs of the new clients.

The information needs to be presented by participation activities. It could be a tour of the community with visitation with the potential clients in their current situation (like unemployed) or with females and minority clients already on the job discussing needs they had or have seen, or a scavenger hunt to find facts—whatever is necessary to get the participants involved, do it! In a large school district, the vocational education personnel may not even know about special programs, pilot studies, career testing, etc. already in operation. This is valuable information to enable the vocational personnel to help and assist the new clients. So get the participants in small groups, have a schedule rotating them from one program to the next where they can see in action, test, and question what is available in your district! How many of your shop teachers have been in the Business Department or Home Economic Department, and vice versa?

This second step of presenting facts and information about the new clients can be done in a regular classroom if it isn't possible to transport or move the participants around. Whatever the method of presenting the facts and information, *actively* involving the participants is essential!

The third step is to commit time, money, and energy to implement the changes and/or additions necessary to provide vocational education programs that help meet the needs of the minority or female clients. The vocational education personnel, after having been through the first two steps, need to be given time and resources now to do something about the needs of these new clients! This is the area in which we too often fail to provide the support needed in order for any real action to take place. We keep dumping new mandates, requirements, and responsibilities on our personnel without giving our personnel the time and resources needed to implement them.

Time, of course, means money either in released time or in extra pay by extending the work period into summer or other vacations. How much time are we talking about? This, of course, will depend on what you plan to implement. Are you talking curriculum development or adaptation, or facility planning and organization, or establishing a recruiting program, or a placement system? After you have identified the needs of the new clients, weighted these against your existing vocational programs, and informed your vocational education personnel of these needs, you, together, can set priorities to be implemented. Money is again the reason we have to set priorities. There is no way we can afford to do everything!

Okay, so we give your personnel time to accomplish or implement certain priorities, what resources are needed? Again this will depend on the priorities. Most resources will cost money, but some may be the availability of clerical help occasionally which is usually not to accessible to teachers. Resources may vary from equipment and supplies to resource people. But the resources will usually cost, which means step three takes commitment.

To recap, step one is to take time out for your vocational education personnel to look at their own values concerning the minority or female clients. This should be accomplished in a non-threatening atmosphere allowing the participants to be honest with themselves. The second step is to provide information and facts regarding the needs of the new clients. An important factor of this step is that the participants *must* be actively involved. The third step is to allocate time and resources to implement the changes and/or additions required to help meet the needs of minority or female clients.

If there is a real commitment to help meet the needs of the minority and female clients, then we as vocational educators have to be willing to (honestly) make it a priority item and give staff members a chance to provide vocational education programs that speak to these needs. Otherwise, we create false hopes for both the vocational education personnel and the new clients! But with a commitment that includes action, vocational education can provide programs that will help meet the needs of minorities and female clients.

ORIENTING VOCATIONAL EDUCATION PERSONNEL TO THE NEEDS OF MINORITY AND FEMALE CLIENTS

by Bernardo R. Sandoval*

Kenneth A. Bruffee wrote:

> Our resistance seemed to originate . . . in a threat we felt to our perception of ourselves . . . .
>
> We were teaching students who could not, or would not, write sentences in a way that made sense to us. They did not seem to think as we thought. They did not value what we valued.[1]

Professor Bruffee was writing about his experience with the open admission program at City University of New York but his words are just as applicable to the experience of the vocational educator with minorities and women.

We need only to look at the record to bring this statement fully home. The United States Commission on CIVIL rights in its report *The Challenge Ahead: Equal Opportunity in Referral Unions*[2] points out the following:

In 1970 minority males (black, Asian American, and Native American) made up 3.6 percent of union carpenters, 5.7 percent of construction craftworks, 4.6 percent of workers in the printing industry, and 10.1 percent of drivers and deliveryworkers.

Black, Asian American, and Native American women constituted 3.7 percent of all union members. By contrast white women constituted 17.8 percent of all union members.

The highest paid of all the building trades unions in 1972 was the plumbers and pipefitters, with a range of $9.67 per hour. Minority men constituted only 4.4 percent of the membership of this union in 1972.

The Electrical workers had the highest percentage of white and minority women ($9.07 per hour) in 1972. However, the "highest" percentages were 1.4 percent for white women and 0.9 percent for minority women.

In the "Mechanical" trades 58 percent of all the locals that reported on EEO-3 had no members of Hispanic origin. Persons of Hispanic origin constituted less than 1 percent of the membership of 77 percent of all reporting locals in the mechanical trades. Among the laborers, roofers, bricklayers, and plasterers 38 percent of all the locals had no members of Spanish origin and 1.6 percent of all reporting locals had less than 1 percent of their membership composed of Hispanics.

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*Bernardo Sandoval is Assistant Director of Manpower Program Development, Los Angeles (California) Unified School District.

Black membership? Among the six mechanical trades unions, 58 percent had no black members. Sixteen percent of reporting locals from the bricklayers, laborers, plasterers, and roofers had no black members. Additionally, 28 percent of all mechanical trades locals reported a black membership of less than 1 percent; 8 percent of the locals from the bricklayers, laborers, plasterers, and roofers had a black membership of less than 1 percent.

Minority men constituted 9.1 percent of the membership of 15 building trades internationals in 1972, a proportion well below the minority proportion of the labor force.

The basic problem in the work force disparities pointed out above are and can be traced to ourselves; that is, our value system and male/female role orientation, so that if we are going to serve the vocational educational needs of the contemporary student we must first recognize that we ourselves have a problem. Second, we have to decide that we are going to come to grips with this problem and remedy it as quickly as possible. Third, we need to identify methods and techniques for dealing with the problem. Lastly, we need the support of local and state educational leaders and administrators in implementing viable solutions.

The data shows us that the problem exists, so that the question then becomes "What are the methods and techniques?" and "Who is going to inservice us in these problem-solving activities?" The answer is that you collectively have identified successful strategies for attracting, encouraging, and motivating minority and female students within the scope of your individual vocational specialties that work within the context of your specific teaching environment. What we need then is a means for sharing these tried and proved methods and techniques so that they can be examined, discussed, and, where applicable, adopted by other vocational educators.

It is essential to encourage minorities and women to achieve in the various vocational specialties in order for our young people to have role models with which they can identify.

Benjamin Bloom in his latest publication, *Human Characteristics and Learning*,[3] supports the concept (with hard research data) that *ALL* students can learn; therefore, he feels, the responsibility of the teacher is (1), to diagnose the students entry level for specific learning tasks and (2) to define, very specifically, the learning tasks on which students need to focus. This means that those areas in which vocational educators have traditionally been very strong (i.e., individual instruction, competency-based instruction, sequencing of learning from the easy to the difficult or from the known to the unknown) need to be reinforced with (1) paraprofessionals who are vocationally competent in the teacher's specialty, (2) adequate back-up with vocational counseling and, (3) a commitment from each one of us to take it upon ourselves to examine and, as necessary, modify our individual attitudes and biases when these conflict with our ability to properly serve the needs of the student, especially when this student is of minority extraction or is a female.

Why do we need paraprofessionals to assist us in the classrooms? It has been the experience of this writer that in schools with students of varied backgrounds, abilities, and learning styles, a paraprofessional, who has vocational expertise, and is properly oriented through preservice and inservice education, can effectively multiply the vocational teacher's effectiveness when properly guided by that teacher. In California, the state education code permits a paraprofessional to perform instructional tasks, which in the teacher's judgment, may be performed by a person not licensed as a classroom teacher. This allows the vocational teacher to delegate many of the routine tasks to his teacher's aide thereby allowing the teacher to devote more time to diagnosis and prescription for those students (especially disadvantaged and female) who require it.

Additionally, we have found that the use of vocational paraprofessionals creates a pool of future vocational teachers who have achieved a high degree of teaching expertise by the time they become certificated.

Vocational counseling is very important because we know that at this point in time most adults will change occupations at least three to four times during their working lifetimes, so that, vocational counseling is important not only in helping our students in choosing an occupational area but also in helping them recognize that they will be changing occupations and should, therefore, try to make their choice one that has potential for career progression.

In most instances, our experience has shown us that the classroom teacher performs most of the meaningful vocational counseling his students receive. This is due to the amount of contact he has with them and to the teacher-student relationship that is developed between himself and his students. It is therefore important for you to keep well informed in your vocational specialty and in the many occupational areas that are peripheral to your specialty yet provide good career progression opportunities.

Lastly, vocational educators as a group tend to be conservative and resistant to change. These characteristics have already resulted in the creation of parallel vocational education systems[4] which are not a part of the traditional educational track and which are financed by other sources. A prime example of which are the various CETA sponsored programs. These programs have made it possible for private proprietary schools, community based organizations, skill centers, and Job Corp facilities to compete with traditional vocational facilities on an ever increasing basis.

In conclusion then, we know that *WE* must change if we are to provide minorities and women with an equitable share of the job opportunities requiring vocational training. If we do not improve our delivery, our outreach, and our placement systems through inservice for our teaching staff, more adequate levels of funding, and strong administrative support at all levels, other delivery systems will do it for us.

NOTES

[1] Bruffee, Kenneth A. "A New Intellectual Frontier," *The Chronical of Higher Education,"* 16:40, February 27, 1978.

[2] U.S. Commission on Civil Rights, *The Challenge Ahead: Equal Opportunity in Referral Unions.* Washington: Government Printing Office, May, 1976.

[3] Olivero, James L. "Bloom Does It Again," *Thrust,* 7:32, January, 1978.

[4] National Advisory Council on Vocational Education. *The Impact of CETA on Institutional Vocational Education.* March, 1977.

SECTION FOUR:

SECONDARY AND PART-TIME ADULT VOCATIONAL EDUCATIONAL

Strategies for Coordinating Secondary and Postsecondary Vocational Education in Urban Areas

The Future of Part-Time Adult Vocational Education in Urban Areas

Changes Needed in Vocational-Technical Education to Better Serve the Needs of Postsecondary and Part-Time Adult Clients in Urban Areas

STRATEGIES FOR COORDINATING SECONDARY AND POSTSECONDARY VOCATIONAL-TECHNICAL EDUCATION IN URBAN AREAS

by William R. Lundell*

Many of the strategies for coordinating secondary and postsecondary vocational-technical education which we have used in our district and the ones which I will discuss are centered around curriculum. We have selected this as a basis for our strategies because we believe that, through curriculum, a considerable amount of coordination between secondary and postsecondary vocational-technical education can be most readily obtained.

When curriculum is properly developed and administered, it creates an atmosphere conducive to cooperation between secondary and postsecondary instructors. It also enables vocational education to maintain enrollments, obtain support from business and industry, and gain acceptance from the public. Because curriculum is the tool most capable of helping us achieve these things, we are of the opinion that it is the most powerful tool vocational education has.

The tragedy in many of our large cities is that some vocational administrators have failed to recognize curriculum as a powerful tool to be used when coordination is needed. Historically, curriculum in vocational education has been ineffectively developed, poorly managed, and often totally neglected by administrators. If you disagree with this, and if you have not been involved in an extensive curriculum development program in your district, visit at random at least six of your vocational programs next week. I will guarantee that three or more of these programs will have no designated guidelines, no formal curriculum, and no consideration about the relationship of one course offering to another. This is the condition in which we in Minneapolis found ourselves just a few years ago, and we decided that if we didn't do something about changing the image of vocational education in our city, we would soon be out of business or be taken over by some other or organization. We decided to develop a competency-based curriculum with built-in accountability and one which was coordinated between secondary and postsecondary vocational education.

We began by identifying all of the occupations for which we had the capacity to provide training. The identification was based on teacher expertise, teacher interest, physical facilities, and the availability of basic equipment necessary to provide the training. We then verified each of the occupational training programs by examining the job market to determine if the labor demands over the next five years would be declining, stable, or increasing. We used the *Occupational Outlook Handbook*, published by the United States Department of Labor; *Employment Trends*, published by the Minnesota Department of Employment Services; and the *Review of Labor and Economic Conditions*, also published by the Minnesota Department of Employment Services. If labor projections indicated that the demands for workers in a given occupation was stable or increasing, we decided to initiate our curriculum process for that occupational program. This process contains four stages and serves as a basis for coordination between secondary and postsecondary vocational education.

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STAGE I: TASK ANALYSIS

Stage I deals with developing a task analysis. I am sure you are familiar with task analysis as a systematic approach to identifying the tasks required in an occupation and that task analysis for almost every occupation can be purchased at Ohio State. However, we decided to conduct our own task analysis using our vocational instructors. We made the decision because many of our instructors at both the secondary and postsecondary level had not been in industry within the last ten years, and we wanted to use the task analysis process as a means of staff improvement.

To complete the task analysis, we contracted with teachers to conduct six interviews in industry in the occupation they would be teaching. Upon completion of the interviews, the teacher made a composite list of tasks in a teaching sequence. Up to this point, our task analysis is just like any task analysis you can purchase. However, after the teaching sequence was identified we added a time dimension. After each task, the teacher estimated the amount of time it would take to teach that task. This provided us with a time continuum and helped us identify how much of an occupation could be taught at the secondary level and how much would be taught at the postsecondary level. It was through the task analysis that the need for curriculum coordination between secondary and postsecondary was established.

After the task analyses were completed, we began our second stage which deals with the development of performance profiles.

STAGE II: PERFORMANCE PROFILES

The performance profile is a listing of skills taught in an occupational program. These skills contain one or more tasks and are developed from those items identified on the completed task analysis form. In addition to identifying skills, the profile, when completed, identifies the student's achievement level.

Both secondary and postsecondary teachers use the profile as a basis for postsecondary advanced standing. For example: A student completing three trimesters of Architectural Drafting at the secondary level will receive one quarter of advanced standing when entering the Minneapolis Area Vocational Technical Institute. Students in licensed programs such as Cosmetology receive hour for hour credit at the postsecondary level.

To make sure the skills which the students are learning are up-to-date, the profiles are reviewed annually by an Advisory Committee. To be assured that the teacher teaches that portion of an occupational program which has been assigned, a record of all profiles are maintained for each student. This enables the administrator to monitor the program and help maintain the advanced standing coordination between secondary and postsecondary.

In addition to helping the coordination of secondary and postsecondary vocational education, the performance profiles also provides employers, parents, and students with information about what is actually taught in a given program. This is the type of accountability being demanded at the local, state, and national levels.

STAGE III: CURRICULUM GUIDE

After performance profiles are completed, curriculum guides are developed.

The curriculum guide is strictly a guide; it is not a total curriculum which contains daily lesson plans. The guide is based on the performance profile and each skill listed on the profiled becomes a unit of instruction. Skill number one on the profile becomes unit number one in the guide. This enables us to make changes economically and to keep teaching up-to-date. If the Advisory Committee recommends the elimination of skill number five on the profile because of new technology, we can eliminate unit number five in the guide without redoing the whole curriculum.

Each unit of the guide is broken into teachable segments we call topics, and each topic contains a list of tasks or student outcomes necessary for learning the skill identified in the unit title. Nowhere in the guide is the teacher told how to teach—only what to teach. The "what should be taught" is held constant; the method of teaching is held flexible.

We attempted to make our curriculum guide rigid enough to identify the designated standards of industry in the form of the necessary skills, but not so rigid that it would stifle the creativity or the resourcefulness of our instructors. Throughout the curriculum writing stage, we held to the belief that the resourcefulness and the creativity of our instructors was a resource that we did not want to stifle. Demanding teachers to teach in a certain way is like comparing a masterful painting with paint-by-number—the pictures can be the same, but the master's will contain the feeling, the emotion, and the creativity that the paint-by-number could never express.

In addition to what should be taught, each unit of instruction identifies the necessary equipment. This enables equipment purchases to be coordinated so the right type of equipment is purchased for the level taught. If the curriculum does not demand a given piece of equipment, it is not purchased. This is the way purchases should be made and is good management, but how many times has an instructor talked you into purchasing a piece of equipment without your knowledge of how it really fits into the curriculum? Through the use of an evaluation guide with an equipment component, justified equipment purchases can be coordinated.

Before curriculum guides can be officially initiated into a school system, they should be evaluated by field testing.

STAGE IV: EVALUATION

Teachers and students evaluated both the curriculum guides and the performance profiles at two different field testing sites. This was a unit by unit evaluation designed to evaluate both what was taught and the teaching time allocated.

After the evaluation was completed and after initial changes were made, the occupational program was initiated. The program is now being up-graded annually through changes in the performance profile recommended by the secondary and postsecondary Advisory Committees.

This whole process is not an easy one, but if you have declining enrollments, tight budgets, a demand for accountability from the public, and a staff that needs up-grading, then this process, or one similar to it, could be of value to you. This process has been of value to us in all of these areas, in addition to providing a coordinated secondary-postsecondary program which benefits students.

STRATEGIES FOR COORDINATING POSTSECONDARY VOCATIONAL-TECHNICAL EDUCATION IN URBAN AREAS

by Wayne R. Nelson*

The substance of this paper will deal with the coordination that has been developed between the Minneapolis Area Vocational-Technical Institute and three other postsecondary education institutions in the greater Minneapolis metropolitan area. MAVTI is well into the construction phase of an innovative new campus in the downtown section of Minneapolis adjacent to the Metropolitan Community College. The cost of the new MAVTI building program is in excess of $29 million—occupancy of the facility has been set for August, 1980. The site location of the new building was picked by a citizens' committee four years ago. One of the primary criteria for selection of a sight was close proximity to the existing community college. Other primary considerations were: availability of public transportation, use of city-owned park space for a campus, existing urban renewal plans, and population demography and cost of property acquisition. The Metropolitan Community College had begun their construction program when the referendum was passed in 1975 for a new MAVTI building. It became a natural combination for the two institutions to promote the idea of cooperative planning and cooperative programming for the citizens of Minneapolis. MAVTI and MCC have had a few cooperative programs for the past ten years, but the idea of such great expansion and joint facilities was new to community and educators alike.

A six-member task force was formed which included the President, Dean of Students, Dean of Instruction from MCC, the Directors of Vocational Education from Minneapolis Schools, Campus Director, and Curriculum Director from MAVTI to formulate a foundation agreement that would be acceptable to the representative Boards and could serve as the ground work for continued discussion and implementation.

The following excerpts from the now-adopted agreement show areas that have been established, and the direction that has been taken for an ongoing working relationship:

The objective of the agreement is to

1. Avoid duplication of services and program;
2. Give students enrolled in either institution full access to the programs and services of both;
3. Increase educational options for all students enrolled in either institution.

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The individual points of the agreement center around these points:

1. Cooperative programs involving one year of study in each institutions will be given priority in new program development.

2. Enrollment as a student at either institution will give full access to library facilities in both institutions. However, in acquisitions, MCC will focus upon the academic disciplines and cultural area, and the MAVTI will focus upon technical information.

3. The MAVTI retail model store will serve the needs of the faculty, students, and staff of both institutions. The bookstore operated by MCC will limit its inventory to course-related needs, and specialty items of interest only to MCC students, but will be open to personnel from either institution.

4. In transfer of credits, one MCC quarter hour equal twenty-four MAVTI clock hours. In fall, 1978, the dean/directors of instruction and faculty from each institution will begin meeting to identify and make recommendations to the areas where transfer of credit should begin.

5. During the 1977-78 academic year the respective deans and directors of instruction will arrange meetings between the corresponding faculties of the two institutions who share academic or vocational disciplinary interests.

6. There will be articulation between the MAVTI Licensed Practical Nursing program and MCC Associated Degree Nursing program. This articulation will involve cooperative curriculum planning, development of performance based competency lists, and credit transfer or testing.

7. The Minneapolis Area Vocational and Technical Institute shall have access to full use of the new logo adopted by Metropolitan Community College in June, 1976.

8. The campus complex housing the two institutions shall be known as "The Loring Campus," with each institution using the designation as follows:

   a. "Loring Campus: Metropolitan Community College"

   b. "Loring Campus: Minneapolis Area Vocational-Technical Institute"

9. All food service facilities developed by the MAVTI will be open to all students, faculty, and staff at both institutions and the public.

10. Security will be a campus-wide operation managed by a campus-wide security director whose salary will be shared equally by the two institutions.

11. The parking ramp on the north side of Hennepin Avenue will be open to students, staff, and visitors to both institutions.

12. The MAVTI will adopt the identification system already in existence for students and staff at MCC.

13. Students will be expected to declare a primary affiliation with one or the other institutions upon enrollment.

14. MAVTI students may participate on MCC intercollegiate athletic teams under the clock to credit hour conversion formula.

    (A complete document is available upon request.)

Within three blocks of this new campus for MAVTI and MCC is the Dunwoody Industrial Institute. Dunwoody is a highly successful, privately owned trade schol that has been in operation for more than sixty years. A representative from Dunwoody served on the original citizens advisory committee that studied the need and promoted the building of the new MAVTI. The administrators of both institutions have worked cooperatively in the past in an informal manner to avoid areas of major duplication with a common objective of effectively serving the educational needs of our community. It was felt, however, with MAVTI expanding and moving into its new facility in close proximity to Dunwoody that the informal cooperation should be formalized. The Director of Vocational Education for Minneapolis Schools, Campus Director, and Curriculum Director from MAVTI and the President, Director of Student Affairs, and Director of Curriculum from Dunwoody have been meeting periodically since June, 1976, to discuss existing areas of similar occupational programs, and to plan for new MAVTI programs which would complement present Dunwoody offerings. Both institutions have been offering some parallel courses for a number of years, and it was agreed that some duplication is necessary to meet community needs. Areas of program overlap have been identified, differences in objectives and levels clarified, and, in some instances, provisions were made for movement of students between schools to obtain training in advanced or specialized areas. Students who enroll at MAVTI are able to take part of their training at Dunwoody under a contractual agreement and at no cost to the student beyond fees charged at MAVTI. Similarly, Dunwoody students can take part of their training at MAVTI.

The two schools will continue to cooperate and meet when considering curriculum changes or new directions.

A third educational institution that has been involved in cooperative agreements with MAVTI is the Metropolitan State University. Metro State is an upper division academic institution that gives credit for life experiences and previous education toward a baccalaureate degree. Discussion is now in progress between the administration of these two schools as to how we can best serve our community and offer new options to our students.

Educators must learn to "sell" or they will find themselves going out of business. Declining enrollment and increases in costs are not exclusive to elementary and secondary education. We in Minneapolis postsecondary education must find ways to make our services more available, more meaningful, and, in fact, vitally necessary to our prospective clients or we will be out of business.

Cooperative ventures between educational institutions demonstrate not only good economic sense, but also opens up a new market to students where they can pick and choose courses, programs, schools, experiences or locations and work toward a goal they set for themselves. The combination of technical and academic education offered through existing programs should not be new, but can be revitalized and exciting in our large urban areas.

THE FUTURE OF PART-TIME ADULT VOCATIONAL EDUCATION PROGRAMS IN URBAN AREAS

by Winifred Dickinson*

Like most directors of vocational education in urban areas, I spend the majority of my time working on solving problems and *not* on initiating pleasant tasks. Included in my duties is the awarding of high school diplomas through the GED to appropriate individuals. Several weeks ago, I signed a diploma for a gentleman who was eighty-seven years of age. While we are not talking about vocational education for adults and I think the first point I want to make is the fact that *all* education, including vocational education, is *really* being expanded into a life-long process for more and more citizens throughout the country.

For those of us in vocational education, this expanded education life-span has dramatic implications, even before we look at the occupational upgrading or retraining aspects. If we say "adult" means everyone who has completed high school or reached 18 years of age, then we are looking at the most rapidly increasing group of people in America. The common denominator here, is that fact the most of the individuals in this group "work." Even women in this group who have historically not worked, are moving into the labor force, thus expanding the total number of "adults" working in the labor force even further. And, the federal government has a number of programs in operation specifically designed to get more non-workers in this group, "working" again.

The net result of all this discussion is the simple fact that there are more "adults" than ever before; they are gaining more experiences through an expanded educational process; and more "adults" are working (as a percentage of the total group) than at any other period in our history. Our market is growing in both numbers and need, a situation which would create envy in the eyes of any business leader.

On the other side of the fence, we have the vocational educator. We look at adult vocational education in terms of purpose and time. To us, adult vocational education is entry-level training, upgrading or retraining job skills. We are the ones who must provide the competencies necessary for successful entry into an occupation, help an individual move either vertically or horizontally within an occupational/industry area, or revamp an entire career through the retraining of different competencies.

Probably the area to which we devote the most human and financial resources is entry-level job preparation. And it is also true that we probably do this through the normal full-time educational program. That is, we use full-time certified instructors in our secondary and postsecondary institutions during the daylight hours. As a matter of fact, I would bet that the overwhelming majority of us, as directors, work somewhere in the neighborhood of 9:00 a.m. to 5:00 p.m. For whatever reason, the greatest output of energy in vocational education is aimed at projecting the needs of the labor market and filling them with competent entry-level employees. Unfortunately, we tend to then, *forget* them.

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How many of us in this room are currently doing, even remotely, similar tasks as the ones we originally started out doing, years ago? How many of us spend even 10 percent of our time analyzing internal labor markets, or the changing horizontal and vertical occupational patterns within business firms? Or, when was the last time we looked at the patterns of common competencies among unrelated occupations? These examples are the "stuff" our expanding market is made of. If, in fact, we know that our largest group of clients are adults who are *going* to *need* vocational education after they are employed, why do we continue to devote our greatest effort toward a smaller group of clients who are not employed? Perhaps this statement puts it in better perspective: "Which of the aforementioned groups has a better chance of paying your salary?" In other words, adult vocational education for upgrading or retraining has always been considered of secondary importance to entry-level job preparation. The shift in the age distribution of our citizens requires us to take a close look at our priorities.

It is extremely difficult to make any generalizations about the needs of business in our urban areas. What may be true in Detroit, may be totally false in Los Angeles. Such problems as business-exiting from cities to suburbia may not affect us all. But we can make one clear statement about business in urban areas; they all have some degree of employee turnover, caused by dissatisfaction with the individual job or job potential within the company. These two items fall squarely on our shoulders. As these problems increase, so too must our retraining and upgrading efforts. And our efforts must be on "their" terms. That is, part-time and usually at night.

So now, the stage is set. We have a rapidly increasing group of people who are working and using the educational systems available to them for longer periods of time. We have increasing numbers of businesses who are concerned about employee turnover due to job or job potential dissatisfaction. And we, the vocational education leaders, have the tools and techniques to meet the needs of both the individual and business. The key lies in the set of priorities we establish.

I would like to offer some realistic and practical views of what the future of part-time adult vocational education programs in urban areas might look like.

First, each urban area will develop and implement an occupational/industry panel for the purpose of continual monitoring of changing needs *within* the existing labor market. This panel should not be confused with an advisory committee. The members of this panel will include all employees, both labor and management, of a carefully selected sample of all businesses in a given geographical area. For example, a list of all businesses, cateogirzed by Standard Industrial Classification, will be secured for each area. Given numbers of businesses in each classification will be chosen to be members of the panel. Stratification of the businesses within each classification will be done by the numbers of employees employed by each business so that small as well as large firms will be represented. After the businesses are selected and formally agree to serve, various types of data will be gathered from each employee, via all sorts of research methods.

The summaries can be accurately applied to the total geographical area. The primary purpose of the occupational/industry panel will be to determine what is happening within the existing labor market to existing employees. It will be, in effect, a data-base environment.

Second, programs will be developed which meet the needs of workers within the labor market, based on data from the occupational/industry panel. The programs will follow two distinct patterns: retraining and upgrading of skills. These programs will be specifically designed to enable an individual to move either vertically or horizontally within the business firm. For example, let's assume there are two major manufacturing firms in geographical region X. Both firms manufacture electronic parts. Firm A is a sole proprietorship with one one plant and no distribution or retail outlets. Firm B

is part of a conglomerate and while they only have one plant in geographical region X, they have numerous distribution and retail outlets throughout the country.

Now let's look at the career paths of two equal employees, Joe and Jane. Both Joe and Jane graduated from geographical region X high school, where they both took an excellent vocational education program in industrial electronics. Joe went to work with Firm A, Jane with Firm B. They moved "up the ladder" rather quickly and eventually each of them became plant manager. What happened next is the key to the difference between vertical and horizontal integration. Jane moved to Atlanta and became the regional vice-president of Firm B. Joe quit Firm A and took a job as sales manager of a national auto parts manufacturing firm.

These two examples indicate what really happens in the labor market; namely, people move either up or across the occupational stream. Our future adult vocational education programs will meet both needs.

Finally, we will not be overly burdened financially with this new emphasis on part-time adult vocational education because we will provide the programs inside the business, with instructors from the business. This will be accomplished by gaining the full and total support of the business community. Money talks! When business "sees" solutions to their own problems of turnover, job dissatisfaction, etc., they will meet us more than halfway.

In summary, the future of part-time adult vocational education in urban areas is excellent. Our market is growing, the need is increasing and the sophistication of our effort is improving. We can and must take a close look at our priorities as we move forward in continuing to meet the needs of workers in our country.

THE FUTURE OF PART-TIME ADULT VOCATIONAL-TECHNICAL PROGRAMS IN URBAN AREAS

by Marion B. W. Holmes*

In planning a discussion of the future of part-time adult vocational education programs in urban areas using my own city as a guide, I realized that to treat the topic fairly, it had to be narrowed and qualified—qualified by population size and type of delivery system. There can be few valid conclusions drawn upon which to base predictions, unless the areas and variables focused upon are similar.

In any event, predicting is risky business. It was reported in the June, 1977 issue of *Black Enterprise* that John Galbraith, the erstwhile economist, was once overheard muttering that a group of his colleagues had been caught with their predictions down. At the expense of placing myself in the same embarrassing position, I predict that in large urban areas like Philadelphia, Pennsylvania the outlook for delivery of part-time adult vocational-technical education by the local school district is very bleak. Over the next few years, the demand will still increase, but the ability of local education agencies to deliver will steadily decrease unless new funding sources are found.

This generalized forecast is based upon three factors: (1) evidence of local fiscal decay; (2) statements gleaned from conversations with persons from other urban cities similar to Philadelphia, and (3) conclusions drawn from economic, political, and social trends cited in the literature.

Before, addressing each of those three factors, a brief description or profile of Philadelphia is in order so that all concerns can be addressed from the proper perspective.

Philadelphia is the fourth largest city of those with a population of over 100,000. Its 1.8 million population resides in an area of 130 square miles. Industry is diversified with 90 percent of all basic industries represented. It is a major center for textiles and apparel, food processing, printing and publishing; and is the largest oil refining region on the East Coast.

Looking at the large $360 million reconstruction of the major downtown retail area, the $280 million redevelopment of a 50-acre mid-city site (4000 residential units), and the $120 million waterfront developments, it would appear that the city's fiscal operations were balanced and sound. Not true. According to *The 1978 World Almanac and Books of Facts*, Philadelphia's 1975 cost of living index on all commodities rose from 164.2 to 172.4 in 1976.

The school statistics are very revealing in terms of sheer numbers and cost. The day school population is 255,000, of which 62 percent is black, 6 percent Spanish surname, and 32 percent all others. Per pupil costs in 1976-77 were $1,897.

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The 1976-77 operating budget was $608.1 million with a $77.1 million deficit. Today, the 1978-79 proposed operating budget of $696.3 million, less proposed reductions (which included a projected layoff of 3000 people) provides a recommended budget of $637.3 million.

In the 1976-77 school year, federal funds for Vocational Education amounted to approximately $3.0 million. This year the amount is far less—$2.8 million.

For adult education programs, Pennsylvania reimburses the local school district $3.20 for each teacher hour plus an additional $2.00 for each teacher hour of adult vocational education.

However, a recent conversation with the senior program officer responsible for administering adult program funds reveals that a new state ruling may result in little or no money being allocated in the future for part-time adult vocational-technical programs by L.E.A.s.

It should be understandable, then, why the future for local education agencies' delivery of part-time adult vocational-technical programs is bleak. Part-time adult vocational-technical programs in Philadelphia have dwindled over the last ten years from fifty different school sites to six in 1978; the largest of which is completely funded by a foundation—The Wanamaker Institute. For all programs, tuition is free; administrative costs, including salaries, are high.

School facilities are also used by trade unions to conduct two apprenticeship training programs. The Philadelphia Community College contracts with one site of the School District to conduct training in one or two business subjects.

Full-time adult vocational training programs are much more extensive, but far from adequate. Full-time adult programs and services are among the first to be eliminated when budget cuts are made.

The Philadelphia Commission on Higher Education reported several years ago that Pennsylvania Community College enrollment increased from 30 part-time students in 1964 to approximately 29,800 in 1977.

The one community college and the one private junior college located in Philadelphia have shown comparable growth in part-time student enrollment. There were no specific references to what percent of these totals represented students pursuing vocational-technical programs; however, past experience suggests at least 30 percent—38 percent.

Population mobility and shifts in the Philadelphia area are a reflection of what is going on in most big cities. According to a recent *JET*, not only is there a white population flight, but blacks are moving from the industrial northeast to the south, north central, and western regions. The U.S. Census Bureau reported 147,000 moved out with more than two-thirds of them (104,000) going to the areas previously cited.

Combine these statistics with the continued exodus of industry from the northeastern corridor, and the extent of part-time adult vocational-technical training needs in large urban centers, especially those located in the northeast, is questionable.

The saving grace for large urban cities might be found in recent trends cited in the literature, provided there is a radical change in funding and funding sources; and provided we as vocational education administrators of large urban cities begin to look at different ways to become involved in the delivery of adult vocational-technical education training.

The January 1978 issue of the *Federationist* highlights the increasing need to serve minorities, especially the unemployed teenager and young adult. Females and the handicapped are two populations that will require training and retraining in larger numbers so that employers can comply with recent legislative mandates in these areas.

Longevity of life, extended age limits on forced retirement (passed in Congress last month), and shorter work weeks impact upon the need for part-time vocational and avocational training programs.

Burton W. Kreitlow, a professor from the University of Wisconsin, authored the Occasional Paper No. 13, published by The Center for Vocational Education entitled, "Trends in Adult Education with Implications for Vocational Education." In this paper he cites a number of trends, and I highly recommend that you acquire and read his discussion on the topic.

Among the trends are those I believe to be most significant for large urban cities like Philadelphia. They are:

1. The developing societal pressures for adult education.

2. Increasing numbers of adults are interested in finding ways to learn on their own in different kinds of sites and locations.

3. More institutions are extending their home-based resources and programs.

4. The concept of Educare, proposed by former U.S. Commissioner, Wilbur Cohen is resurfacing (a type of built-in sabbatical system for all employees in the United States; or a type of subsidized Social Security program to which an employer would make a contribution toward the employee's training costs).

Finally, recommendations for addressing the problem might include:

1. Integration of youth and adult learners. With declining day-time student population, space wil be available in existing facilities.

2. Develop new and cooperative arrangements with business and industry for in-plant training services, as well as with junior and community colleges who, by the way, have the advantage of having the best of all "funding worlds"—federal, state, local, and tuition income.

3. Design new time modules that are more flexible and more open-ended—thus encouraging increased matriculation by adults in local education program offerings.

4. Try to identify new funding sources if the operating budgets cannot accommodate part-time adult vocational training.

To summarize, my prediction for the conduct of part-time adult vocational technical education in large urban areas like Philadelphia, is *B L E A K*. Social, economic, and political trends can only make a difference in the outlook if vocational education administrators are able to find new funds and are creative in designing new service packages.

Using the letters of works "bleak," to restate the plight of Philadelphia and other large cities like it, in capsule form—

B represents the budget deficits that year after year seem to cause or grow closer to causing complete *bankruptcy*,

L helps to recall that *large staff cuts* have taken place annually in an attempt to balance the budget,

E signals the *extent of elimination—elimination of programs and services* that, at one time, were considered essential to the success of every school program,

A *identifies a growing aggregation of problems that plague big cities* impacting upon fiscal erosion of urban school systems—labor disputes, flight from cities, blighted neighborhoods, increasing legislative mandates unaccompanied by increasing funds required for compliance, and political fights over school governance—and the last,

K reminds us of the *keen competition from two-year public and proprietary institutions* to capture and serve the part-time adult vocational-technical student.

The ease of accessibility, low costs, and non-competitive, non-selective admission policiy of two-year community and junior colleges gives further credence to the prediction that for local education agencies, the outlook is BLEAK for part-time adult vocational technical programs.

CHANGES NEEDED IN VOCATIONAL-TECHNICAL EDUCATION TO BETTER SERVE THE NEEDS OF POSTSECONDARY AND PART-TIME ADULT CLIENTS IN URBAN AREAS

by Howard B. Casmey*

The problems of urban vocational education cannot be separated from the great difficulties confronting our cities. Neither is vocational education immune to the problems facing general education programs. Urban vocational institutions, then, must deal with three sets of concerns: those of cities, those of general education, and those concerns unique to the operation of vocational programs.

Professor William Clendenen, a sociologist and criminologist with the University of Minnesota Law School, has frequently stated, "There is nothing wrong with our prisons that couldn't be resolved if we had a better class of prisoners." The parallel could be drawn, that if our urban students had fewer problems, we would have better schools.

The cities have attracted and retained those who need the most help—the minorities, the untrained and unskilled, the uneducated, and the unemployed. Conversely, those persons without these problems have displayed a tendency to leave the city in an effort to avoid a setting where these problems exist.

Every U.S. President since Eisenhower has addressed the problems of the city through some programs—and many times the "cure" is or has been worse than the disease. Urban renewal and public housing operated on the assumption that if you "do away with" the slums—the poverty will also disappear.

New welfare programs were designed, new medical programs initiated and when the problem continued to grow and became increasingly complex, we decided the city dwellers must solve their own problems and dumped the problems back into the laps of the poor, the minorities, the untrained, and uneducated.

The Great Society brought us "Model Cities" and the "Pilot City Program" to coordinate a potpourri of underfunded and overregulated federal programs. The Omnibus Crime Control Act was an attempt to circumvent the increasing crime rate in the cities.

Responding to the demands for more federal support, the Nixon administration established the Revenue Sharing Program. As opposed to the categorical programs for the cities, revenue sharing omitted most of the regulations. Still our urban problems are with us.

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In 1972, Congress killed the Manpower Development Act, and established an entirely new delivery system that by-passed the existing state governmental agencies for the most part. They called the act CETA, and the delivery system became "prime sponsors." Still our urban problems are with us.

Youth unemployment is at 17 percent, over twice the national average. Unemployment for black, urban youth is more than 40 percent.

An amended version of the Public Works Act and a new program for unemployed youth in CETA are now being implemented throughout the nation. And the Humphrey-Hawkins full employment bill is before Congress today.

On March 27, 1978, President Carter announced a new "aid-to-the-cities" program. Tax relief for small businesses, more employment, and additional services will be provided to bolster the economy and improve the health and well-being of our urban communities.

Billions of dollars have been directed toward the problems of the cities during the past decades, and still—our urban problems are with us. Our general education programs in the cities have inherited all the problems of the cities, and have discovered a few new ones as well. The 1970 census identifies some 153 cities with a population of 100,000 or more. Most recent education studies have concluded that differences between large city and smaller city schools are not the *type* of problems encountered, but in the *severity* of those problems.

The financial status of the urban school districts has to be ranked as the greatest problem confronting city school boards and administrators. Many of the procedural, administrative, instructional, and sociological problems cannot be addressed, simply because funds are not available.

Since most school aids, both state and federal, are based on the number of students served, a declining enrollment is synonomous with a reduction of revenue. Unfortunately, the cost of instruction and special services do not follow this pattern. Unrealistic aid formulas and declining enrollments cannot accept the total blame for the disastrous financial plight of the schools. Increased cost of services, inflation, and loss of tax revenues have also contributed to the current situation.

What effect does this have on the educational system? That's easy to determine. First, pick up a copy of any city newspaper and read such headlines as, "Minneapolis Schools lose one-third of their enrollment in the past six years," or "Twenty-two Minneapolis Schools scheduled for closing by 1983."

"Cleveland Schools remain open as several large corporations pay $4 million taxes early to allow the Board to meet the January payroll."

While school revenues for the cities are declining, there has been no moratorium declared on the social problems impinging on the educational system. According to an HEW study in 1975, secondary school students attacked 63,000 teachers, pulled off 270,000 school burglaries, and destroyed school property worth $200 million. During the first six weeks of the 1977-78 school year, teachers in the New York City schools reports 132 physical attacks by students.

The incidence of drug usage is as great as it was in the late 1960s even though the types of drugs taken are changing. Alcoholism is becoming increasingly more prevalent among students as young as twelve years old.

A favorite topic of education critiques for the past few years, has been the declining test scores of students. While there is a real question concerning the validity of criticism, twenty-six state legislatures have introduced bills of minimal competency requirements.

To further complicate the educational process, school officials and the judicial authorities have developed a "first-name basis" relationship. The courts have become a second home for school administrators. Desegregation plans; elimination of sexist practices; student, teacher, and parent rights and privacy; school personnel negotiations and contracts, and most recently, malpractice suits brought against the schools by parents, all of these pressures have contributed to the complexity and difficulty of operating the schools.

The remarkable thing is that the urban schools are doing as well as they are. A National Assessment study indicates an *improvement* in reading skills since 1974 for seventeen-year-olds. The percentage of students who quit school before graduation has been on the decline; 37 percent drop out in 1950, 31 percent in 1960, and down to less than 25 percent in the mid-seventies.

I am convinced that a lot of the criticism directed toward the schools today is the result of people who are not involved in the public school program, by persons unaware of the educational system today. In response to this concern, I commissioned a study to be completed in Minnesota to determine citizens' perceptions of the quality of education in the state. While only preliminary data has been compiled at this time, some very enlightening trends are appearing.

The first stage of the study consisted of randomly contacting 1,215 parents of junior and senior high school students from all parts of the state. The first question asked was, "How would the high school (or junior high school) be graded in your community?" The respondents were asked to rate the school on the familiar letter system, A, B, C, D, or F. The results were as follows:

24 percent	gave the schools a grade of	A
50 percent	gave the schools a grade of	B
20 percent	rated the schools	C
4 percent	gave them a	D
2 percent	said the school was a failure	F

Ninety-four percent of the parents rated the schools average or better than average.

After reading and hearing so much criticism of the school system, I was flabbergasted to see public education receive this vote of confidence. But, I really shouldn't be as surprised as I was.

I don't know how many parents have told me how fortunate they were to live in such-and-such school district because the educational system "was doing a good job with the students." I know personally that the schools my own children are attending are outstanding: excellent program, good teachers, well-managed, and the students are learning.

Who is it then, that is responsible for the downgrading of our educational system? I say it is those persons who have little or no contact with what is really taking place in the schools today.

You know there is a nostalgia about the "good old days." People not in contact with the schools, not involved in the educational system have a tendency to think that in the "good old days" students worked harder, learned more, teachers were a great deal stricter, and the students walked farther to school through deeper snowdrifts.

Now, who is it that's saying our educational system is a failure? It's not the students, it's not the parents. It's those persons who are not involved in the schools.

The dissatisfaction comes most frequently from those who are not aware of the excellent work that most of our schools are doing. And this fact tells us two things: First, we are doing a poor job of *involving* the community in the schools; and secondly, that we are doing a less than adequate job of *telling* people what the schools are accomplishing. Dissemination and involvement: the neglect of these aspects of school management has given support to those critical of the educational system.

To tell those of you here today about post secondary problems is tantamount to telling Billy Carter how to drink beer. The story is told about—

> . . . The Army sergeant had made an outstanding reputation for himself lecturing to enlisted men and noncommissioned officers on a certain subject. His captain called him in and said he had done such a splended job they were going to ask him to lecture to a special group.
>
> When he walked into the lecture room to appear before this group, he noticed there was not a man in the room who did not outrank him, and it was the biggest collection of brass hats he had ever seen.
>
> In a moment of embarrassment, while he tried to think of an appropriate beginning, he said modestly, "There are thousands of men in the Army who know this subject much better than I do." He hesitated for a moment, and knew that was the wrong thing to say, because, after all, he had been selected because of his particular ability. Then he blurted out, "*But I don't see any of them in this room.*"

Over the past ten or eleven years, there have been no less than fourteen major studies directed toward vocational education in the urban areas. I am sure that most of you here today are aware of, and perhaps participated in, some of the studies.

We have neither the time nor the perseverance to review these fourteen studies at this time. However, a very significant contribution has been made by Kay Adams in her study, "Vocational Education Program Needs in Large Citeis." In this sutdy, 260 specific needs were identified by urban vocational directors. They were then placed in rank order and clustered according to their relationship among thirty major goal areas.

The six highest priority goal areas determined by this procedure were:

- The funding base
- Vocational guidance
- Relevance of vocational content
- Basic academic instruction

- Student job placement
- Community relations and support

Each of these goal areas include from four to eight special needs of urban vocational education. For example, under the goal areas of "job placement" the following needs were identified:

1. Increasing business and industry's use of vocational education programs as a source of employees.
2. Training students to cope with work entry and job adjustment problems.
3. Training students in job placement skills.
4. Providing vocational programs for early school leavers and unemployed youth.

Special needs such as these are clustered under each goal area. Thirty-seven special needs are identified and prioritized through this procedure. The scope and comprehensiveness of this study gives credibility to the findings and recommendations.

In addition to these specific needs, I would like to discuss a general conception held by many working in employment programs outside the public vocational educators sector. They suggest that our public vocational institutions and community colleges serve only, or at least primarily, the "cream of the crop." In some instances, this is an accurate assessment of our schools.

In response to this criticism, we educators begin to show enrollment figures and special needs programs we have initiated in our schools. And this is true! We are serving a great number of students with special needs. However, our perception is different from the "inside," looking at the number of students we are serving, than is the perception of those outside our institutional program, counting those who still need special services and vocational training.

Secondly, we respond that we do not have the fiscal resources to meet the needs of low achieving, economically and educationally disadvantaged students. This is also true!

In Minnesota we have between 9,000 to 12,000 students waiting to be admitted to our thirty-three AVTI's at any given time. The differences in costs between achieving and special needs students can be compared on a three to two ratio.

Every two special needs students in our institutions require the resources that would serve three achieving students. In our urban vocational centers, these cost differences are even greater.

We are in a cycle which is hard to break. There are insufficient dollars in vocational education to meet the needs of many of the hard-core unemployed. Federal increases are being directed through another delivery system to reach special needs students. The CETA legislation says, in effect, that postsecondary vocational education does not meet these needs. Vocational educators say, "We have not had the resources to serve these special needs students," and on the cycle goes!

There is no doubt who is winning the argument in Washington, D.C. CETA, Title I appropriations, just for training, are three times the total appropriation for vocational education for FY 1979. The Youth Employment and Demonstration Projects, Title III of CETA, will be increased by 47 percent, including carry-over funds and increases, for fiscal 1979. The vocational education budget submitted by the Administration is slightly lower than the fiscal 1978 funding levels.

Let me suggest, encourage, even implore you to work together with the CETA prime sponsors and administrators. While there are many difficulties and problems with this legislation, it is not an unworkable situation. I know many of you are doing just this.

CETA program administrators need the help and expertise that you have. On the other hand, they have the resources and legislative authority to serve the unemployed and unemployable that we cannot serve. Our goals are very similar—to train and employ those who are unemployed. The roads chosen to meet this goal must be mediated. At the present time they are on the "freeway" and we are merely on the access road.

All major studies of vocational education for the past sixty years have included "inadequate resources" as a major or even primary concern. The study by The Center for Vocational Education here at Ohio State University is no exception. The situation is magnified in urban areas where problems are more severe and student support services are in greater demand.

The basic problem with the funding of postsecondary vocational education at both the state and federal levels is that funds are distributed primarily on the basis of student membership, or even worse, on student attendance. This concept makes no provision for the size of the school, the location of the school, or the special needs of the students attending the school.

Exclusive of the instructional program, the AVTI in Minneapolis will incur costs that the AVTI in Staples, Minnesota will not. Located in the middle of the city, Director Charles Nichols has to allocate funds for parking facilities and for building security, and maintenance costs are higher. All labor costs are higher and additional services must be provided such as child-care facilities and student advocates. There is a greater involvement with welfare, vocational rehabilitation, and city and county governments. Additionally, you are closer to the state department of education and can't get away with as much as AVTI's farther from the Capitol.

With the diversity of need among our area vocational schools, there must be a formula for distribution of funds that takes into account the special needs of schools and these students. In Minnesota we have a system that considers some of these factors, but is not sufficiently flexible to provide the degree of support.

Let me give you a brief overview of our support system for postsecondary education. First, we have thirty-three AVTI's, each under the administrative control of the local boards of education for elementary and secondary schools. In several instances, groups of school districts have cooperatively established an intermediate district with a vocational board appointed by the boards of the participating local education agencies.

The Minnesota AVTI's are primarily postsecondary institutions serving youth and adults, and both part-time and full-time students. The total enrollment in all of these categories is more than 200,000 for the state system.

Four hundred eighty-seven *different* occupational programs are available at the postsecondary level. There are more than 1,000 different programs at the adult level. These programs are determined by the demand for the course. The length of programs vary from two weeks to two years.

The budget for the postsecondary/adult program exceeds $87 million for the fiscal year beginning July 1, 1978. The budget is comprised of $4 million of federal funds, $4 million of local funding, and $79 million of state funds. State funds provide approximately 94 percent of the cost of postsecondary vocational education.

The funding base for postsecondary vocational schools should be based on program needs and student services first. That is, a criteria for basic funding must be established which takes into account the special needs of students and the school program.

If students require special help in basic skills or job follow-up, then these resources should be built into the basic support. Urban area directors frequently find themselves in a situation where they must choose between vocational program maintenance and special services. This is not a choice that should have to be made.

Similarly, the costs of all occupational training areas is not the same. Schools providing more costly training programs should be compensated for these expenses in the basic formula aid.

Equal support based on enrollment and attendance data does not provide equal programs.

Assuming we are not going to change Congress and state legislation and convince them of a funding procedure based on a needs criteria, we should be examining other areas of support as well. This brings us back to the necessity of working with other agencies whose resources are directed toward the special needs of students; agencies such as CETA, welfare, and vocational rehabilitation.

Until we arrive at the point where vocational resources are sufficient to provide the necessary services, we must nurture those relationships which permit and serve student and program needs.

To this point I have addressed the funding base by suggesting more equitable allocation of resources and how to get more of it. Not let's consider what we can do within the existing system.

The educational process as it is traditionally conducted in many schools throughout the nation, represents an appalling waste of both student and teacher time. And time, in any business, is dollars.

Students register for classes coming from a broad and diverse background. Some have work experience, some have had high school vocational courses in the same or similar areas, and others have very little understanding of the occupational skills they will be studying. Each of these students sign up for the same course, for the same length of time, with the same teacher. Student number one attended the class for six months before he began to learn new skills. The high school vocational student found that he was repeating much he had learned the previous year. The student with no background found he needed 14 months to complete the same course.

A competency-based instructional management program would have allowed the students with prior knowledge to complete the course in half the time. It would also give those who need more time a chance to be successful as well.

Cognitive style analysis is being used in some of our postsecondary schools, as well. This assessment identifies the style by which a student can learn most effectively. Some students learn more easily with interaction and discussion with other students; others learn more quickly by reading or listening; still others prefer "hands-on" experience. The instructor, then, prepares and assigns programs of study for students which emphasizes the style in which they learn best.

The mastery learning concept is important in all areas of education—elementary and secondary as well as vocational education. First of all, it makes better teachers out of instructors when they have to identify each skill needed and place them in an order or sequence in which they are to be learned. Secondly, it allows each student an opportunity to work at his or her own speed. We know that it takes some students twice as long to learn half as much as other students, yet the traditional program fails to accommodate this need.

The third, and perhaps most important benefit, is what it can do for the self-esteem of the student. Under mastery learning concepts there are no failures. Through mastery learning the variable in the educational process is time—we no longer test all students at predetermined intervals and measure how much they have learned—pass and fail.

Competency-based instructional management, mastery learning, and cognitive style analysis are procedures and strategies in education that begin to carry out the concept we have all espoused for years; that is, that vocational education programs must be based on the needs of the students. Our goal is not to find students that fit within our particular programs.

We resolve the flexibility problem. All classes *do not* have to start on September 4 and extend through December 15, or March 15 or June 15. It allows students to begin at anytime and finish when they have mastered the skills necessary to function effectively in the job.

We are saving educational costs because we don't require students to sit in class six months when they could complete the necessary training in three months. It provides additional time for the development of ancillary or support skills. We will be producing better students in their chosen occupational field.

The process requires changes in the system and the instructional process, but vocational education has always had to be amenable to change. That's the nature of occupational training.

It will require the development of resource centers for occupational groupings; and it will require the use of technology.

In vocational education we are going to have to learn how to do a better job of preparing young people and adults in occupational areas, while at the same time reducing the cost of the program. I am convinced that computer technology will play a major role in this transition.

The art of preparing young people and adults for specific occupations is the most exposed component of our education system. We are evaluated each time we place a student in a job. If a student performs poorly on the job because of poor reading skills, his third grade teacher will not be blamed. It will be the vocational program.

We must be in a position to take students where they are and provide whatever program that is necessary to meet their individual needs. Vocational education at the postsecondary level must be product oriented.

Because of the demands being made on education to be primarily responsible for social problems as well, we must make a significant move to a product-oriented program.

I am convinced that vocational education must be the leader in this effort. The product of your efforts is immediately measured by the employer. Vocational education is the most visable component of our educational system.

The problems of postsecondary in the cities are great. There is no doubt about that. But because of this challenge, there is an opportunity to assume a leadership role in both education and in addressing problems of the city. In postsecondary and adult vocational education we have the tools to address these problems, the clientele who need the help, and the creative personnel to put it all together.

SECTION FIVE:

CAREER EDUCATION AS A VEHICLE FOR SCHOOL DESEGREGATION

The Role of Career Education in
Desegregating Schools in Large Cities

THE ROLE OF CAREER EDUCATION IN DESEGREGATING SCHOOLS IN LARGE CITIES

by Lila Marshall*

Geographic size, historic patterns of geographic grouping of ethnic groups, and population of large urban school districts present unique problems when an attempt is made to desegregate these districts. Traditional tools of desegregation, such as the pairing and clustering of white schools from one area with black or minority schools from another area, have proven successful in small towns where distance is not a problem, and in rural areas where buses have long been the mode of transportation to school. But often such pairing and clustering is ineffective in desegregating large urban areas, where the distance between white areas and black or other minority areas is great, and nearby schools are bypassed in favor of further but racially mixed schools. The use of transportation in aid of such pairing and clustering has evoked the cry of "forced busing," and in many cities, efforts to resist such "coercion by the courts" have resulted in demonstrations, both peaceful and violent, boycotts of the public schools, and a dramatic rise in the student population of private schools.

The alternative to coercion by the courts is of course voluntary desegregation. The early "freedom of choice" desegregation plans, where students were free to choose any school in town to attend, were found to be ineffective in achieving desegregation in most areas, since white and black students tended to choose their former schools because of familiar social contacts, while the disparity of educational offerings in these schools continued. However, the desegregation plan ordered in 1976 by the United States District Court for the Northern District of Texas for use in the Dallas Independent School District (DISD) includes a form of voluntary desegregation on the high school level which is proving effective; that is, the use of career education in the form of magnet schools to draw students from all races together to pursue common interests.

During 1975 and 1976 I served as the law clerk for Judge William M. Taylor, Jr., the United States District Judge in Dallas who handed down the decision regarding the Dallas schools, and I was in a unique position to observe the interrelationship of the community, court, litigants, and school district. I was also able to observe the manner in which career education became a vital instrument in desegregating the DISD on the secondary level. The same technique can be applied in other large urban districts, and thus a study of the Dallas experience will provide comparisons and suggestions for your circumstances.

The DISD is the eighth largest school district in the nation, covering an area of approximately 351 square miles. During the 1975-76 academic year, its 180 separate campuses housed 141,122 students (including kindergarten). The racial composition of the DISD during that school year was 41.4 percent Anglo, 44.5 percent black, 13.4 percent Mexican-American, and 1.0 percent "other."

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*Lila Marshall was the Briefing Attorney to U.S. District Court for the Northern District of Texas, Judge William M. Taylor, Jr.

The lawsuit which produced the 1976 court order regarding career education as a tool of desegregation was filed in 1970 by the Dallas Legal Services organization. The plaintiffs represented a class of black and Mexican-American students in the DISD. In 1971 they obtained a ruling from the court that vestiges of a dual school system remained in the DISD, in terms of facilities, staff, and materials, and that the minorities, which were largely separated in the district from the white majority, were not receiving the same educational opportunities as the white majority. The court adopted a desegregation plan for the DISD which called for the pairing and clustering of elementary schools and the use of transportation or busing to achieve desegregation for grades 8-12. The plaintiffs were not satisfied with the plan and appealed the case to the Fifth Circuit Court of Appeals. The Fifth Circuit immediately stayed the portion regarding elementary schools, but allowed the transportation of secondary students to proceed. Approximately 5,000 black and 1,000 white high school students were ordered to be bused under this order.

Realizing the importance of community support for a desegregation plan, the judge approached business and civic leaders in 1971 to solicit their support for the plan, but his overtures fell on deaf ears. The white community wanted no part of a busing order, and spoke out against the plan publicly and privately.

The Fifth Circuit did not rule on the plaintiffs' appeal until July, 1975. At that time they rejected the student assignment portions of the District Court's 1971 order and ordered the court to formulate a student assignment plan for the DISD "using and adapting the techniques discussed in *Swann*," a 1971 Supreme Court ruling. The techniques referred to are pairing and clustering. In a footnote immediately following this imperative the Fifth Circuit noted that the DISD could use the funds set aside for the T.V. program to buy buses.

The theory behind pairing and clustering is that children of minorities will never be given equal educational opportunities unless they are sitting in the same classrooms with Anglo children. Without arguing the merits of this theory, it is clear that if the majority Anglo community resists this tool of desegregation to the point of removing their children from the district, then the system of education becomes segregated once again—with inner city public schools enrolling the children of minorities and the suburban school districts and private schools enrolling Anglos. This pull-out by Anglos also generally lowers the tax base of large urban school districts, and removes the incentive of those who can contribute time, effort, and money to the public schools which most need it.

Whether due to the unpopularity of the 1971 plan for the DISD, or uncertainty as to whether or not that plan would be accepted by the Fifth Circuit, or other demographic causes, between 1970 and 1975 the DISD lost approximately 30,000 Anglo students, 40.9 percent of its Anglo student population. During that five year period the racial make-up in the DISD changed from 69 percent Anglo, 32 percent black and 8 percent Mexican-American to 41.4 percent Anglos, 44.5 percent black, and 13.4 percent Mexican-American.

It had become clear to the judge by 1975 that a plan which called merely for the mixing of racial groups, the movement of bodies between buildings, would not be effective in reversing this trend in the DISD, particularly at the secondary level. Of the over 1,000 Anglo students assigned to formerly all-black secondary schools under the 1971 order, fewer than 50 attended in 1975. The judge was convinced that in order to have an effective desegregation plan *all* the schools had to be attractive and offer a quality education, so that students (and parents) would not mind the extra time spent riding on a bus to another part of town. I can recall Judge Taylor making statements such as, "The important thing is not who you sit next to; its what you're getting from the educational system," and "Body-count is meaningless; quality education is essential."

The judge was also convinced that the court alone could not make a desegregation plan work, that only the community, court, and school district working together could make a desegregation plan successful. And so, as in 1971, the judge called for help and support from the community at large, and particularly from the business community. The judge would often say, "If the business community can arrange to have the greatest airport in the country built (meaning the Dallas-Fort Worth Regional Airport), it can manage to make the DISD the best school district in the nation"; and "The business community, with its vast economic and intellectual resources, should contribute to the public schools and the students who will some day be a part of that community"; and "The business community must become involved. They have clout and can sway public opinion and can make a success or a failure of the public schools."

In September of 1975 the judge made it clear in open court that he welcomed input from all segments of the community as to the terms of the plan which would ultimately be adopted, as well as to its implementation. His was an "open door" policy.

In October of 1975, a group of citizens formed a committee composed of six blacks, seven Mexican-Americans, one American Indian, and seven Anglos to consider the question of desegregation of the DISD. This group became an affiliate of the Dallas Alliance and became known as the Education Task Force of the Dallas Alliance. The Dallas Alliance is a community service organization designed to act on and aid in the solution of urgent issues of the community. It consists of a forty member Board of Trustees, and seventy-seven correspondent organizations in the Dallas area.

This Task Force met for a period of four months and spent approximately 1500 hours together devising concepts and principles for a desegregation plan for the DISD. They sent various members of their group to cities around the country to discover all possible tools of desegregation, and met with or talked to thirty leading figures in the desegregation field. On February 17, 1976 the Alliance group filed their plan for the DISD with the court, and the court granted them the status of Amicus Curiae for the purpose of presenting their ideas and plan to the court.

When the various plans were presented to the court, it was evident that all participants in the suit recognized the great potential which magnet schools held as a tool of desegregation. (I am using magnet school here in the sense of a school which attracts students because of special career, vocational or other programs that the school offers.) All concerned in the Dallas suit could view the outstanding success the Skyline Career Development Center (Skyline CDC) had had since its inception in 1971. The Skyline CDC, a 9-12 high school, was developed by the DISD with the extraordinary involvement and financial investment of the business community in Dallas. It offered twenty-eight career clusters as student options. Each year between 1971 and 1975 over 2500 students came from all over Dallas to obtain career training as part of their secondary education, thus making it the largest voluntary busing program in the nation during those years.

The plaintiffs suggested two plans to the court. Both plans called for extensive pairing and clustering on the 1-12 grade levels, but they also called for the use of magnet schools. One plan suggested the construction of magnet schools in the inner city to draw Anglos into those areas, and the other plan called for magnet schools in all schools which had a predominantly minority enrollment prior to 1975 to enhance the attractiveness of those schools.

The DISD's plan called for the establishment of seventeen magnet schools to serve the entire district, in addition to limited pairing and clustering. Ten of these magnets were to be for the elementary level, offering "fundamental" programming or "individually guided" programming. Seven of the magnets were to operate on the secondary level, and were to offer a variety of programs that had been offered successfully at Skyline CDC.

The NAACP's plan suggested that, in addition to extensive pairing and clustering, some magnet schools should be operated on a district-wide basis. The court's expert suggested a basic pairing and clustering plan, and expansion of the magnet concept wherever possible.

The plan of the Educational Task Force of the Dallas Alliance was the only plan to propose that desegregation on the secondary level be achieved solely by using magnet schools. According to their plan, magnet schools would be located within two-mile radius of the central business district. Seven magnet schools were to be implemented by academic year 1979-1980. The schools were to be open on a voluntary basis, but with ethnic ratios in each magnet that of the ratios of the 9-12 student population of the DISD as a whole, plus or minus 10 percent. Partnerships and working relationships between institutions of higher learning and the business and the cultural communities were encouraged with each magnet school. Each magnet was to accommodate a minimum of 500 students, and was to open as rapidly as it filled. The Task Force plan also called for the creation of numerous magnet schools on the elementary level.

The tri-ethnic Task Force which had drawn this plan had agreed on this method of desegregating the secondary schools after much discussion, argument, negotiation, and compromise. The members were all concerned with the quality of education provided to students, with the ineffectiveness of the 1971 pairing and clustering order on the secondary level, and with the exodus of Anglo students from the DISD. They were also aware of the public resistance and resultant ineffectiveness of busing orders in other cities which were concerned only with physical mixing—"body count"—and ignored or did not affect the quality of education offered. Thus their plan provided for extensive pairing and clustering at the 4-8 grade level (busing approximately 17,000), and then desegregation-by-choice, so to speak, through magnet schools which maintained places for students of each race, on the high school level.

The judge was impressed by the plan of the Task Force, by the tri-ethnic nature of the group, by the community character of the group, by their careful research and consideration of all possible tools of desegregation, and by their commitment to make the plan a success in Dallas. After considering all the alternative plans, the mandate of the Fifth Circuit and the general body of law regarding desegregation of school districts, the judge chose the Dallas Alliance plan as the desegregation plan for the DISD.

Such a voluntary busing plan through the use of magnet schools on the secondary level was unprecedented. Yet the judge believed that such a plan would be more effective than any other method of desegregation, that it was realistic and that, with the business community's support, it would work in the DISD.

So business community involvement was included in the 1976 court order. Specifically, the Dallas Chamber of Commerce, as a representative of the business community, was ordered to develop a format for the magnet schools to be implemented in fall 1976.

With business community task forces involved in the planning and implementation, four magnet high schools opened in the fall of 1976. Located within two miles of the central business district, these schools were patterned after successful Skyline CDC clusters. Specifically, they were the Arts Magnet High School, the Business & Management Center, the Transportation Institute, and the High School for Health Professions.

Massive public relations efforts for the magnet schools included recruiting of students, a public campaign to bring awareness of the plan to the citizenry, on-going monthly publications designed to stimulate business interest in the schools and the creation of an adopt-a-school project involving

companies with every target school within the district. Development of work experience opportunities for all magnet students was also a priority.

Other efforts included assistance in the passage of an $80 million school improvement bond issue and work in the magnet schools by loaned executives. Over $10 million of this bond issue has been earmarked for the magnet school program. Additional resources were made available to the school district in the areas of financial planning and management studies.

The involvement of the business community was a much needed resource to the accomplishment of the goals of the Dallas court order. It was also necessary for well respected persons in the community to come forward and speak out for the peaceful desegregation of the schools. Their involvement in implementation of educational experiences as provided by the magnet schools was a key ingredient in public acceptance of the plan.

In September 1977, the Magnet School for Law and Public Administration, the Hotel/Motel Management Cluster, and the Human Services Center opened.

During the first year of this plan, more than 4,100 students attended the four new magnet high schools, along with 2500 students at Skyline CDC. During 1977-1978, the second year of this program, over 6000 students were voluntarily bused on the secondary level to attend magnet schools in Dallas. For the 1978-1979 school year, a goal of 7000 students has been set.

And how have students reacted after being at a magnet school for a year? Time after time students express joy at having found meaning in the educational process, and enthusiasm for their career cluster and the part-time work opportunities which it entails. In an article in a local magazine in September 1977, Roger Stanley, formerly a "D" student at a private prep school in Dallas, but now an enthusiastic student at the Business and Management Cluster who is bringing home "A's," said of his job as a salesman at a local department store shoe department, "I've learned I really enjoy working with people. I like to satisfy whatever needs they have. And, you know, I think I'm pretty good at it." David Carapetyan, a student at the Arts Magnet, said that he had found an atmosphere at the Arts Magnet in which "art for art's sake can flourish along with the more commercial varieites," and that he now has fresh hope that he has found a new direction for his career, namely sculpture and painting. Carolyn Armstead, a student at the High School for Health Professions, feels that her career goals have been brought sharply into focus, and that her experience as a nurses' aide at a local hospital has been invaluable.

The court appointed an external auditor in 1976 to report to him as to the DISD's compliance with his order. Here is what the auditor said last summer:

> There are some understandable problem areas that appear to be inherent in the establishment of magnet schools. The Court Order was issued on April 7, 1976, and the district had to prepare the physical facilities, recruit students, staff, and prepare curricula for magnet schools between April 1976 and the beginning of school in late August 1976. The experiences with Skyline likely made such endeavors possible. It is doubtful that any large school district without prior experiences with an educational center similar to Skyline could have made such progress in such a short period of time. The auditor would do a disservice and an injustice to all of the magnet schools if generalized statements would made about all of them collectively, because each magnet school is unique, and each was established to provide for students of varying interests and aspirations . . .

Student records were examined in each magnet school in an effort to determine progress. The number and kinds of records kept varied with each magnet to provide the needs indigeneous to each educational center. There does appear to be some common denominator in all schools. The freedom of choice appeared to be prevalent in every school; students were enrolled in each magnet because they desired to be there.

The April 7, 1976 Court Order stipulated that each student could have the option of remaining in his/her assigned school or to opt for a transfer to another school in the district under provisions for a Minority-Majority Transfer, Majority-Minority transfer, or to take advantage of a curricular program not offered in the assigned school. The order was very explicit in defining the conditions under which a student might attend any school in the district. The choice was left to the student provided all other conditions were met (i.e., ethnic balance was not disrupted, the desired curriculum was offered and space was available). Thus, the responsibility for selecting a school rested with the student and/or his/her parents . . .

The auditor visited all the magnet schools. The following was reported regarding two of them:

High School for the Health Professions

The Health Professions Magnet has a teacher-student ratio of approximately 1:20. Out of a total enrollment of 796 full- and part-time students, there are 231 Anglos (29.0 percent), 479 Blacks (60.1 percent), and 86 Mexican-Americans (10.9 percent).

The school has been adopted by Dental Auxiliaries, Baylor Hospital, and several other private and public institutions. There is an active Health Advisory Committee consisting of sixteen Anglo members and a Dental Committee with three Blacks and thirteen Anglos. Academic instruction is punctuated with regular field trips to area clinics and hospitals.

The academic facilities are crowded, and students lack adequate locker space. Despite these mild disadvantages, student morale is high, and the overall attitude of the students can be labeled enthusiastic. Parental involvement, however, is minimal.

Business and Management Center

The Business Magnet has a total student enrollment of 1436 full- and part-time students. The majority of these students are black, 1021 or 71.1 percent. Anglo and Mexican-American students number 20 (13.9 percent) and 9 (0.6 percent), respectively. The teacher-student ratio is approximately 1:15.

Discipline problems are minimal and are handled primarily through parent-teacher conferences. There is, according to one counselor, an inability to attract Anglo students. As of April 20, 1977, there were still 150 Anglo stations available.

Some of the adopting agencies which also participate in the internship program include: Zales (Jewelers), Sanger Harris (Department Store), Fidelity Union (Life Insurance), Republic National Bank, and Minyards (Food Store). Community support for the Business Magnet appears to be quite strong. Student morale and motivation seem to be very high. The faculty members at this Magnet are enthusiastic about the curriculum offerings and the philosophy of the Magnet concept.

Finally, the facilities at the Magnet are very adequate to conduct the academic program offered by the institution. Not only is there a wide variety of business hardware, but the educational surroundings within the Magnet itself present an atmosphere which seems to be conducive to learning . . .

Overall, the Magnets showed evidence of providing resources and services congruent with their educational goals. The philosophy behind the educational thrust is both educationally innovative and long past due on the educational scene. There are, however, shortcomings. Attention needs to be directed to the absence of recreational facilities at the Magnets. During interviews with the Auditor, Magnet staff members indicated a deep concern about the academic standing (educational preparedness) of their students. In general, staff members felt that conducting remedial work was not within the scope or nature of their function as professionals imparting expertise within their own area of academic competency. Furthermore, some counselors and campus administrators voiced regret concerning the aura that some non-Magnet institutions within the district use the Magnets as "dumping ground" for academically "borderline" students or "chronic" disciplinary repeaters. The permeation of this negative attitude vitiates the strength of the educational concept.

Reading achievement in the Magnet schools remains a problem. Remedial reading work is necessary in many instances to bring these students to a reading comprehension level suitable for Magnet-level work. This can cause time delays in employment-entrance and encumbers the academic thrust of the Magnets.

Special emphasis on reading is taking place presently. Recent testing of students at one particular magnet, the Business and Management Center, showed that reading scores have jumped as much as three grades in comprehension and seven grades in speed during this year alone.

A feeling of responsibility, a care for equipment and facilities, the absence of disciplinary problems, and high attendance figures—these are important by-products created by the students' knowledge that they are receiving solid preparation to enable them to earn their places in the world, instead of merely absorbing information they may never need.

Students in the magnet school are voluntarily being bused into an integrated environment because they are receiving a quality education at the end of the bus ride and because they share a common interest in career education. The incentive of avoiding the unskilled labor pool upon graduation by having a marketable skill causes students to attend school with students of other races, and the result is voluntary desegregation.

The ultimate guarantors of the success of the magnet school program are the kids. They are the ones who sign up and attend the schools, and without them the desegregation effort fails. If the trend toward greater student enrollment in the magnets continues, this tool of desegregation will be an unqualified success in the Dallas Independent School District.

SECTION SIX:

INSERVICE EDUCATION

Providing Inservice Education to
Meet the Training Needs of Building
Level Vocational Administrators in Urban Areas

PROVIDING INSERVICE EDUCATION TO MEET THE TRAINING NEEDS OF BUILDING LEVEL VOCATIONAL ADMINISTRATORS IN URBAN AREAS

by Robert E. Norton and Dan Fahrlander*

Many problems exist at the building level in vocational education, not because of the lack of competent personnel, but because these personnel have often not received the training they need. Unfortunately, too few opportunities have been available to provide for the inservice training needs of these key leadership persons. Fortunately, some recent research and development activities in competency-based administrator education show promise of helping schools to better meet their inservice training needs.

Administering programs of vocational education is not an easy job today, if it ever was. The system of public school education is buffeted by a variety of pressures from the outside, including the courts, the community at large, parent groups, and the economy in general.

As vocational education administrators, you are increasingly placed in a no-win situation. Programs either do not challenge the gifted or they stray from the basics. If the enrollment is racially balanced, it does not have an adequate representation of the nontraditional sex. Teachers who know how to teach are often weak in the subject area, while those who are expert craftspersons do not know how to work with kids. If disruptive students are suspended, you are guilty of indifference to youth; if they remain in school, their antics make you look like a poor disciplinarian. While you fought to maintain an environment that facilitates individualized instruction, the next budget squeeze is going to eliminate your programs because of low student-teacher ratios. Equipment specifications that are poorly written, together with a fear on the part of your business department regarding vendor lawsuits, combine to provide you with imported typewriters, cardboard furniture, and discount store power tools.

You recover from all this about the time that the local Parents for Brighter Horizons for Our Schools cranks up their textbook subcommittee and sends it out on a search-and-destroy mission. Sure enough, it comes back with a copy of your homemaking text on child care and it's open to the chapter on human reproduction.

External criticism of the public schools creates enough headaches for the vocational education administrator. But, within the school family you continue to take your lumps. Your leadership has been submerged in the hierarchy of the system. Assistant superintendencies for vocational education have been abolished. Departments of general instruction have taken over the administration of basic vocational programs. Departments of special education are providing their own programs of vocational education for handicapped students. Departments of community affairs are handling the school linkage with the civic agencies responsible for the retraining of out-of-school youth.

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Of more direct consequence—and something which you can try to improve—is the conflict that arises at the building level, specifically with the nonvocationally educated principal. This is the person directly charged with the day-to-day supervision of vocational education teachers and with the dispersal of the school's per pupil expenditure for supplies and equipment.

What are the symptoms of this conflict? An inadequate share of the budget; a disproportionate share of less capable students; declining enrollments in vocational student organizations; declining enrollments in cooperative vocational education programs; resistance to providing released time or other means of support for teacher inservice programs; declining reimbursement due to a mismatch of approved teachers and approved programs; resistance to released time for students to participate in field trips, contests, conferences or for any purpose; confusion of terminology, vocational funding and funding criteria; and substitution of low unit cost, high pupil density, practical arts programs for the more vigorously standardized vocational skill offerings.

Those of you who have read Bob Mager's book entitled *Analyzing Performance Problems*[1] are familiar with the flow chart that aids the reader in determining why a performance discrepancy exists and what can be done about it. If the discrepancy is considered to be important and there is no simpler way to do the job, then the problem becomes one of an inability to perform or it becomes one of the obstacles to the performance. Both of these problems exist in the relationship of building level administrators to programs of vocational education.

The first problem (inability to perform) is treated through a formal training session. The second problem (obstacles to performance) is treated through removing the obstacles or providing rewards for overcoming the obstacles.

Principals, in most cases, do not have an affirmative action plan to hinder or cripple their vocational education programs. When their actions do, in fact, have that result, I believe that it is due to ignorance, overwork, lack of attention, or other priorities. In other words, there is a discrepancy in the performance of principals that is due to their inability to perform, or obstacles to their performance, or both.

The solution to the problem is inservice training for the principal and a very much improved public relations effort by everyone who seeks a productive livelihood in vocational education. We want to take this opportunity to provide some suggestions that may help you meet the inservice training needs of principals while leaving the issue of improved public relations to another time.

Given the many different types of problems identified as confronting building level and other vocational administrators, it may at first glance appear to be a hopeless and futile situation. In reality, however, we know that not all of the problems identified exist in every building and probably not in every school system. Further, as educators we know that many if not all of the problems identified can be reduced and, in some cases, even eliminated, if adequate and appropriate inservice training or staff development can be provided. We must never forget that many complex and unique skills are required to successfully direct vocational programs, and that we cannot expect administrators to automatically possess the needed competencies at the time of employment. While certainly not a panacea for all of the problems identified, quality individualized and competency-based inservice education programs are worth every possible consideration.

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[1] Robert F. Mager and Peter Pipe, *Analyzing Performance Problems* (Belmont, CA: Fearon Publishers and Fear Siegler, Inc., Educational Division, 1970).

Recent Administrator Research

Let us consider for a moment some of the implications of recent research regarding the competencies important to local administrators of vocational education. Most of this research was conducted in an effort to increase the very limited knowledge available about what competencies are really needed by local administrators of vocational education. As part of a USOE funded Part C research project, The Center, in reviewing the literature, found 15 different research studies had been conducted, mostly by doctoral students, to identify and/or verify the competencies important to successful local administrators. Because the quality of these studies varied widely, because many were several years old, and because none of the studies had verified the competencies on a national basis, The Center began its own research effort.[2]

After conducting a comprehensive review of the literature and a DACUM (*Developing A Curriculum*) workshop,[3] a comprehensive listing of 191 carefully worded task statements was submitted in questionnaire form to 130 selected local administrators of vocational education for nati national verification. Thirteen administrators were selected from each of ten states, one from each USOE geographic region, with the major selection criterion being that the 13 most outstanding administrators in each state be chosen.

After two follow-up mailings, 120 of the 130 administrators had responded to the survey for a 92.3 percent rate of return. We found upon analyzing the data that 166 of the 191 task statements were rated as important (meaning that they received a median score of 3.0 or higher on the six-point scale of importance). For a list of these 166 task statements, see Attachment A.

We also analyzed the responses to see if there were any statistically significant differences in the way that rural administrators (less than 100,000 population) versus urban administrators (100,000 or more) responded to the task statements. We found a statistically significant difference on the responses to fifteen statements. For example, the rural administrators reacted with a median of 4.0 to the task statement "Establish student rules and policies" (such as attendance and discipline) while the urban administrators reacted with a 2.8 median. Interpreted, we would conjecture that this means in urban areas student rules and policies are more likely to be established by central office administrators.

The following major conclusions were drawn from the research conducted:

1. That the job of local administrators of vocational education, while complex and unique in many ways, can be adequately described in terms of competency or task statements.

2. That a sound data base of nationally verified competencies important to local administrators of vocational education exists for:

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[2] Robert E. Norton et al. *The Identification and National Verification of Competencies Important to Secondary and Postsecondary Administrators of Vocational Education, Final Report: Development of Competency-Based Instructional Materials for Local Vocational Education Administrators—Part I* (Columbus, OH: The Center for Vocational Education, The Ohio State University, 1977).

[3] For an explanation of the DACUM approach, see R. E. Adams, *DACUM Approach to Curriculum, Learning, and Evaluation in Occupational Training* (Ottawa, Canada: Nova Scotia Newstart, Inc., 1975).

a. planning competency-based administrator education programs

b. conducting vocational administrator training needs assessments

c. developing competency-based instructional materials for training local administrators of vocational education.

Materials Development

Given a good research base, out next task was the development of instructional materials[4] that could be used in a wide variety of instructional settings for the preservice and/or inservice education of local administrators. We concurrently began the clustering of related task statements for module development purposes and sought to identify some high priority areas for initial materials development. We also devised a materials format which was largely based upon our PBTE modules format, which after considerable revision and extensive field testing, has proven to be very effective.

Each module is an instructional package designed to cover an important administrative skill. The package includes information, activities, and feedback devices to help the module user acquire the specified skill.

The skill is acquired by use of a series of learning experiences that allow the module user to initially gain cognitive knowledge about the skill. The module user is then given the opportunity to plan for or practice that skill and finally, to demonstrate competence in that skill by performing it in an actual administrative situation.

Each learning experience is complete with both required and optional activities that are designed to help the module user achieve a specific objective. In order to achieve the objective, the activities within a learning experience may include reading an information sheet, role-playing, planning, reacting to case studies, videotaping performance for critique by peers, and/or observing experienced administrators. The successful completion of the activities contained in the learning experiences leads the user to attainment of the competencies addressed by the module.

Six modules were developed addressing the following high priority areas:

- Supervise Vocational Education Personnel
- Appraise the Personnel Development Needs of Vocational Teachers
- Organize and Work with a Local Vocational Education Advisory Council
- Establish a Student Placement Service and Coordinate Follow-up Studies
- Develop Local Plans for Vocational Education: Part I
- Develop Local Plans for Vocational Education: Part II

[4] Robert E. Norton et al. *Competency-Based Vocational Administrator Education Materials* (Columbus, OH: The Center for Vocational Education, The Ohio State University, 1977).

These materials were field tested in four different administrator training programs located in three states. While feedback to the field test versions was very positive, some changes were needed and the modules were revised to incorporate these changes. These materials and a user's guide will soon be available from The Center on a cost-recovery basis.

While discussing instructional materials that can be used for the inservice training of local administrators, it needs to be said that some other materials are also available for administrator training. While most of these are not designed specifically for vocational administrators, they nevertheless have been found appropriate in many cases for such training. Among these materials are some of The Center's 100 PBTE modules which are now commercially available from the American Association for Vocational Instructional Materials (AAVIM), Athens, Georgia.[5] While these materials are designed specifically for the training of vocational teachers, the 11 modules in Category A: Program Planning, Development, and Evaluation and the 10 modules in Category G: School-Community Relations have been found to be very suitable in some training programs.

Other materials that should prove useful in some cases include the American Institutes for Research vocational education curriculum specialist materials.[6] This series of 22 instructional modules is designed to train specialists in vocational education curriculum, but a number of the modules should also be helpful to vocational administrators as they plan, develop, and evaluate curricula. A similar but different set of seven instructional modules developed at Washington State University[7] may also be helpful. While these were also developed for curriculum specialists, the competencies covered in these materials are related to those vocational administrators need as they plan programs, develop, or guide the development of curricula, and evaluate programs.

Alternative Delivery Strategies

While administrator research and instructional materials are helpful, they alone do not get the job of training done. Somehow the trainers and trainees must be brought together in effective settings for the necessary competency development to occur. We strongly recommend the competency-based administrator education (CBAE) approach and conducted a national training program on that approach last February for 30 participants from throughout the country. Unfortunately time and space limitations do not permit a detailed discussion of this approach to administrator preparation. Suffice it to say that the main focus of CBAE programs, whether school system-based or university-based, is on meeting the individual competency needs of the administrators involved. This means that such programs are highly individualized and rely considerably upon competency-based modularized materials as a delivery mechanism.

These competency-based materials and concepts, however, are suitable for use in many if not all of the currently used inservice approaches. Many of the most common alternatives are listed below, and classified into *internal* (institution-based) *alternatives* and *external* (to the school) *alternatives.*

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[5] The Center for Vocational Education, The Center's Performance-Based Teacher Education Modules (Athens, GA: American Association for Vocational Instructional Materials—AAVIM, 1978).

[6] American Institutes for Research, *Vocational Education Curriculum Specialist Materials* (Washington, DC: Government Printing Office, 1976).

[7] Washington State University, Department of Education, *Curriculum for Graduate Program to Prepare Vocational Education Curriculum Specialists* (Pullman, WA: Washington State University, Department of Education, 1976).

- *Internal Alternatives for Providing Inservice Education*
  - District-wide staff development programs
  - Vocational department staff development programs. Common approaches include:
    * workshops on technical subjects
    * workshops on professional skills
    * individualized training contracts (plans)
    * individual conferences
    * after school seminars, speakers, etc.
    * staff inservice meetings
- *External Alternatives for Providing Inservice Education*
  - Comprehensive Leadership Development Programs including CBAE, intern, and extern programs
  - Campus-based college/university courses
  - Extension/Continuing Education off-campus courses
  - State Department of Education workshops/conferences
  - Staff exchanges with business/industry/labor

While some of these internal and external educational alternatives are available to every administrator, there may still be the the problem of incentives or motivation to attend and actively participate in such programs. Let's face it, local administrators are extremely busy people and have little time for nonessential activities. A key point to remember here is that if we are to reduce or eliminate some or most of the administrative problems outlined earlier, we must consider staff development an essential activity. Further, we must provide the incentives and encouragement necessary to motivate participation by appropriate persons.

What motivates one administrator will not necessarily motivate another. Fortunately, several types of incentives are usually available. They include awarding growth points, certification credit, credit toward advanced degrees, released-time, salary credits, and recognition and/or awards for participation. In spite of frequent statements to the contrary, many administrators and other educators are also still motivated by pure professionalism—the desire to do the best job possible.

Summary

We have reviewed some of the major problems confronting local administrators of vocational education, and some of the recent research conducted on vocational administration, and we have looked at some of the available instructional materials. We also briefly outlined some of the alternative

strategies available for providing the necessary staff development and considered some of the motivators that could be used to encourage participation in training programs. It is up to you and your staff to identify the major problems facing your vocational programs and to determine what training could help reduce or eliminate those problems. Remember, good staff development programs don't cost you; they pay you in terms of improved personnel performance and improved vocational programs.

ATTACHMENT A

COMPETENCIES IMPORTANT TO SECONDARY AND POST-SECONDARY LOCAL ADMINISTRATORS OF VOCATIONAL EDUCATION

Master List of Categories and Task Statements*

CATEGORY A: Program Planning, Development, and Evaluation

1. Survey student and parent interests.
2. Collect and analyze manpower needs assessment data.
3. Direct occupational task analysis for use in curriculum development.
4. Direct the identification of entry-level requirements for jobs.
5. Involve community representatives in program planning and development.
6. Obtain state and federal services and resources for program development.
7. Cooperate with district, county, regional, and state agencies in developing and operating vocational programs.
8. Prepare annual program plans.
9. Prepare and update long-range program plans.
10. Develop overall vocational program goals.
11. Coordinate district curriculum development efforts.
12. Approve courses of study.
13. Establish school admission and graduation requirements.
14. Recommend program policies to the administration and board.
15. Implement local board and administrative policies.
16. Interpret and apply state and/or federal vocational education legislation.
17. Interpret and apply other relevant state and federal legislation (such as CETA).
18. Develop plans for evaluating instructional programs.
19. Direct self-evaluation of the district vocational programs.
20. Involve external evaluation personnel in assessing program effectiveness.
21. Design and select instruments for evaluating the instructional program.
22. Evaluate the effectiveness of the instructional program.
23. Initiate student and employer follow-up studies.
24. Analyze student and employer follow-up studies.
25. Recommend curriculum revisions based on evaluation data.
26. Assess student testing and grading procedures.
27. Analyze the school's and community's feelings toward educational change.
28. Write proposals for the funding of new programs and the improvement of existing programs.

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*Taken from *The Identification and National Verification of Competencies Important to Secondary and Post-Secondary Administrators of Vocational Education*, by Robert E. Norton, Kristy L. Ross, Gonzalo Garcia, and Barry Hobart. Columbus, OH: The Center for Vocational Education, The Ohio State University, 1977.

29. Coordinate local demonstration, pilot, and exemplary programs.
30. Design and oversee local research studies.
31. Interpret and use research results for program development and improvement.
32. Develop supplemental/remedial instructional programs to meet student needs.

CATEGORY B: Instructional Management

33. Establish instructional program entry and completion requirements.
34. Establish student rules and policies (such as attendance and discipline).
35. Enforce student rules and policies.
36. Design and oversee student progress reporting procedures.
37. Prepare a master schedule of course offerings.
38. Guide staff in selecting and using effective instructional strategies (such as individualized instruction).
39. Establish and implement a curriculum design that will achieve the school's instructional goals.
40. Guide staff in integrating and articulating the vocational program with the total educational program.
41. Promote the integration of vocational student organizational activities into the instructional program.
42. Provide for cooperative education programs.
43. Provide for supplemental/remedial instructional programs.
44. Provide for special needs programs.
45. Provide for adult/continuing education programs.
46. Guide the articulation of secondary and postsecondary vocational program objectives.
47. Approve selection of instructional equipment.
48. Approve selection of instructional materials.
49. Maintain a learning resources center for students.

CATEGORY C: Student Services

50. Oversee student recruitment activities.
51. Oversee school admission services.
52. Arrange for work study programs.
53. Oversee student guidance and testing services.
54. Oversee student job placement and follow-up services.
55. Provide for a student record-keeping system.
56. Interpret and apply student rights, laws, and regulations.

CATEGORY D: Personnel Management

57. Prepare and recommend personnel policies.
58. Prepare and maintain a personnel handbook.
59. Assess program staffing requirements.

60. Prepare job descriptions.
61. Establish staff selection and recruitment procedures.
62. Recruit and interview potential staff.
63. Recommend potential staff to the administration and board.
64. Participate in negotiating staff working agreements.
65. Establish staff grievance procedures.
66. Resolve staff grievances and complaints.
67. Interpret the staff benefits program.
68. Counsel and advise staff on professional matters.
69. Schedule staff work loads.
70. Schedule staff leaves, vacations, and sabbaticals.
71. Oversee the work of teachers and other school personnel.
72. Provide for a staff record-keeping system.
73. Plan and conduct staff meetings.
74. Prepare bulletins and other communications designed to keep staff informed.
75. Observe and evaluate staff performance.
76. Recommend staff promotions and dismissals.
77. Provide guidance to the staff on legal matters affecting the school program.
78. Interpret and apply licensing and certification regulations.
79. Interpret and apply labor laws and regulations.
80. Interpret and apply affirmative action laws and regulations.

CATEGORY E: Staff Development

81. Assess staff development needs.
82. Assist in the preparation of individual staff profiles.
83. Counsel with staff regarding personnel development needs and activities.
84. Establish and maintain a staff learning resources center.
85. Conduct workshops and other inservice programs for professional personnel.
86. Arrange for workshops and other inservice programs for professional personnel.
87. Provide for inservice programs for supportive personnel.
88. Provide for preservice programs for professional personnel.
89. Arrange for staff exchanges with business and industry.
90. Evaluate staff development programs.

CATEGORY F: Professional Relations and Self-Development

91. Maintain ethical standards expected of a professional educator.
92. Develop and maintain professional relationships with other administrators.
93. Develop and maintain professional relationships with state department of education personnel.

94. Develop and maintain relationships with personnel in professional organizations.
95. Participate in professional organizations.
96. Participate in professional meetings for self-improvement.
97. Promote professional image through personal appearance and conduct.
98. Assist with the development of state and/or federal plans for vocational education.
99. Participate in the development of vocational education legislation.
100. Prepare policy and commendation statements.
101. Represent teacher interests and concerns to other administrators and the board.
102. Develop effective interpersonal skills.
103. Read and use information from professional journals, reports, and related materials for self-improvement.
104. Apply management by objectives (MBO) techniques to personal work assignments.
105. Develop cooperative problem-solving and decision-making skills.
106. Assess personal performances as an administrator.

CATEGORY G: School-Community Relations

107. Develop a plan for promoting good public relations.
108. Prepare and recommend public relations and communications policies.
109. Coordinate use of occupational (craft) advisory committees.
110. Organize and work with a general vocational advisory council.
111. Develop working relationships with employers and agencies.
112. Prepare and recommend cooperative agreements with other agencies.
113. Involve community leaders (political and non-political) in school programs and activities.
114. Participate in school organizations.
115. Participate in community organizations.
116. Promote good relationships between vocational and general education staff.
117. Encourage staff participation in community civic, service, and social organizations.
118. Promote cooperative efforts of parent and teacher groups.
119. Conduct conferences with individuals relative to the vocational programs.
120. Meet and confer with visitors.
121. Conduct informational programs for the public (such as open house and career awareness programs).
122. Make public presentations on school programs and activities.
123. Conduct public hearings and meetings on school issues.
124. Conduct orientation programs for students and staff.
125. Conduct recognition programs for students, staff, and community supporters.
126. Plan for exhibits and displays.
127. Develop materials to promote the vocational programs.
128. Write news releases for school and area media.

129. Obtain and analyze informal feedback about the school.
130. Evaluate the public relations program.
131. Interpret and apply public "right-to-know" laws and regulations.

CATEGORY H: Facilities and Equipment Management

132. Assess the need for physical facilities.
133. Conduct land and facility feasibility studies.
134. Recommend building sites.
135. Recommend the selection of an architect.
136. Oversee architectural planning.
137. Submit facility and equipment specifications.
138. Analyze building and equipment contract bids.
139. Recommend acceptance of new building.
140. Procure equipment and furnishings.
141. Plan space requirements for programs.
142. Assign space according to priority needs.
143. Develop and implement an equipment and supply inventory system.
144. Establish preventive maintenance program for equipment and facilities.
145. Interpret and apply health and safety laws and regulations.
146. Develop and implement safety programs.
147. Establish emergency plans (such as fire and disaster).
148. Establish and oversee a security program.
149. Schedule and oversee community's use of facilities.
150. Develop long-range facility and equipment plans.
151. Prepare and submit renovation and alteration plans.

CATEGORY I: Business and Financial Management

152. Prepare and recommend financial policies.
153. Establish purchasing and payment procedures.
154. Establish receiving and shipping procedures.
155. Prepare and regulate operational budgets.
156. Prepare and regulate program budgets.
157. Prepare and regulate capital improvement budgets.
158. Prepare long-range budgets based on total program requirements.
159. Adopt an appropriate financial accounting system.
160. Analyze the cost of operating various instructional programs.
161. Locate sources of funds for program development and operation.

162. Approve all major expenditures.
163. Approve requisitions and work orders.
164. Determine insurance coverage needs.
165. Respond to business correspondence.
166. Prepare local, state, and federal reports.

APPENDIX

EXHIBIT A:

Simulation: A Useful Conference Tool

EXHIBIT B:

Conference Program

EXHIBIT C:

Program Presenters and Participants

EXHIBIT A:

Simulation: A Useful Conference Tool

SIMULATION—A USEFUL CONFERENCE TOOL

By Daniel E. Koble, Jr.*

The simulation method is a useful and unique addition to the conference planner's bag of tools. The techniques used in this procedure are not new. Gaming and role playing have been used successfully by teachers for many years. Simulation is best adapted to workshop or seminar settings. It is most useful with small groups where specific skills or useful knowledge is to be learned.

Simulation is the creation or fabrication of an artificial real-life situation which allows participants to respond to induced variables in a controlled and non-threatening manner.

The conference planner should follow several simple steps in deciding whether or not to apply simulation techniques to a particular topic.

1. Determine the specific topic area or activity to be addressed by the session, e.g., curriculum design, governance, finance, student control, etc. It is best to cover only one topic in a session unless several can be clustered in a relationship in which there is transfer of learning from one topic to another. Simulation lends itself best to competencies which can be learned by doing.

2. Determine the competencies to be learned (skills, knowledge or attitudes) and the objectives or outcomes to be gained from the session. If the purpose is one of motivation or dissemination of ideas, it may be more efficient and effective to use another approach such as lecture or discussion.

3. Determine the time allotment for the topic or activity; simulation is not a time efficient method and requires the allocation of greater blocks of conference time. The procedure does, however, have a higher learning effectiveness than most other more efficient methods.

4. Determine if the target audience has sufficient background or other relevant experience needed to project themselves into the simulated context. It is not absolutely necessary for participants to have a situation specific background. There is, however, a direct relationship between the amount of transferable or enhancing experience target groups can obtain from the activity and the amount of time which is required for the activity. Extensive briefings on the basics of a simulated situation eat into the productive time of the session.

5. A cursory consideration of the topic should conjure up ideas in the mind of the planner which lend themselves to simulation. First impressions are important. Ideas should flow easily. If the planner experiences a great deal of strain, and brain wracking is needed to find a way to apply simulation, the session is likely to be less than satisfactory. The more obvious an application to the planner, the more likely it will be that participants will perceive the simulation as having relevance.

6. The conference planner and presenter must feel comfortable and competent to design and execute a simulation activity. Many variations exist which may range from the planner

*Daniel E. Koble, Jr. is a Research Specialist at the National Center for Research in Vocational Education.

and presenter being the same person to a team approach, where the planner provides the methodological input and the presenter provides the technical input.

7. The facilities, setting, and supporting resources should simulate as nearly as possible the real context. Room size and arrangement of furniture are examples of environmental factors to be considered.

Figure 1 illustrates a checklist which should be of assistance to the novice in planning for simulation activities.

Figure 1

Checklist for Planning Simulation Activities

Consideration	Yes	No
1. Does the topic lend itself to simulation?		
2. Can the target competencies be simulated?		
3. Is the allotted time adequate?		
4. Does background of the target audience lend itself to simulation?		
5. Do ideas for simulation activities come to mind easily?		
6. Does the conference planner and/or session presenter feel competent to design and conduct simulation activities?		
7. Are facilities, setting, and supporting resources adequate for simulation?		

The simulation exercises on the following pages were designed for the 1978 National Leadership Conference for Administrators of Vocational Education in Large Cities.

It is hoped that the simulation activities contained within this resource can be used with your staffs. Simulation activities conducted in a small group setting have proved to be an effective method for staff development.

1978 National Leadership Conference
for Administrators of Vocational Education in Large Cities

Simulation Exercise — A Youth Unemployment Reduction Task Force Meeting in a Major Urban Area

Directions to Workshop Resource Leader

The Mayor and Council of Euphoria City have established a "Youth Unemployment Reduction Task Force" in an effort to find adequate employment for more young people in the urban area.

There are several public and private agencies in the area which offer vocational education. There has been some controversy concerning who is to offer various types of programs in the community. Also, there have been public charges that several of the agencies are duplicating effort in terms of skill training. The local newspaper has picked up on this and is present at the meeting.

One of your goals as resource leader is to inform the chairperson that the agenda for today's meeting will deal with the problem explained above. You must also assign the various roles for each individual participant as specified. This includes giving each individual the appropriate 3 x 5 card indicating assigned role and structured pre-planned participation. Briefly inform each individual about his/her role and how to participate (see attached master script). Emphasize that member participation will be of two types (1) free and open discussion and (2) structured discussion which is controlled by the flash cards. Give all participants five minutes to review their roles, and give the chairperson five minutes to plan a strategy. After this is done, briefly present the situation as outlined and let the chairperson begin the meeting.

Position yourself to the rear of the chairperson and use flash cards to interject pre-planned structured participation into the meeting. For example, when you flash card number 2 the City Director of Public School Vocational Education Programs will participate as directed on the assignment card which you provided earlier.

If you see that the meeting is beginning to bog down or that there can be no resolution to the problem, close the meeting. Ask participants for feedback on how they felt about the roles they were playing and how they would improve the situation.

Open the meeting to a brainstorming session with the participants discussing how what they have observed can be applied to their own situation back home. Use a flip chart or chalkboard to take down any suggestions the participants have. Do not reject any suggestions. Indicate that these will be distributed to the participants after the meeting.

You will be supplied with a copy of the situation sheet for each participant as well as a set of assignment cards and corresponding flash cards.

1978 National Leadership Conference
for Administrators of Vocational Education in Large Cities

Simulation Exercise — A Youth Unemployment Reduction Task Force Meeting in a Major Urban Area.

The Situation

This exercise will simulate an an actual meeting of a youth unemployment reduction task force meeting in the city of Euphoria. This is the first meeting of the group which was formed by the Mayor and City Council to consider ways in which agencies can cooperate to reduce youth unemployment.

Euphoria is a city of 300,000 population. About 56 percent of the citizens are members of minority racial groups. The industrial and business interests in the city are diverse. Several major aircraft building companies have factories in and around the city and Euphoria is the home office for three large insurance companies. Retail businesses and related services abound. A number of small sewing factors are located on the fringes of the city and employ primarily females.

The unemployment rate among young people just out of high school is drastically higher than those of other age classes. The following table reflects the unemployment situation for June 1977. The statistics shown here do not include the persons who have left school and have not yet been successful in making an initial entry into the labor market. This number may be substantial since a survey of 182 recent city high school graduates indicated that 17 percent were unemployed.

Unemployment Situation for The City of Euphoria (June 1977)

Population Group			Percent Unemployed
UNEMPLOYMENT (all categories)			7.0
BY SEX	—	All Males	6.6
		All Females	7.5
BY RACE	—	All White	4.8
		All Non-White	8.7
BY SEX/RACE/AGE—			
White Males	—	all ages	4.5
		20 years and over	2.4
		16-20 years	7.6
White Females	—	all ages	5.3
		20 years and over	4.0
		16-20 years	7.6
Non-white Males	—	all ages	8.5
		20 years and over	6.3
		16-20 years	11.7
Non-white Females	—	all ages	8.9
		20 years and over	5.1
		16-20 years	13.7

The following individuals are in attendance at the meeting:

- Executive Director of the Mayor's Manpower Council (also Chairperson of this task force)
- City Director of Public School Vocational Education Programs
- Chairperson of Euphoria City Advisory Council for Vocational Education
- Director of the Center City Vocational Skill Center
- City Director of CETA Training Programs
- City Coordinator of YEPDA Training Programs
- President of Local No. 632 International Ladies Garment Workers Union
- President of Aircraft Workers' Local No. 401
- Reporter for the Euphoria Daily Gazette
- Manager of the City Employment Security Commission Office
- Executive Director of the City Department of Social Services
- Superintendent of the Catholic Diocesan Schools
- Plant Manager for the Windjammer Aircraft Company
- Personnel Supervisor for the American Pet Owners' Insurance Company
- Executive Director of the Greater Euphoria Chamber of Commerce
- Director of Technical Education Programs at Beta Community College
- Director of the Local OIC training program
- President of Simpson Technical College (private non-profit)
- President of the Euphoria Council of Parents and Teachers

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for Administrators of Vocational Education in Large Cities

Simulation Exercise — A Youth Unemployment Reduction Task Force Meeting in a Major Urban Area

MASTER SCRIPT FOR ASSIGNING STRUCTURED PARTICIPATION TO MEMBERS OF THE GROUP

The following statements may be used to assign structured participation to members of the group. The brief statements may be cut out and pasted on 3" x 5" file cards for distribution to participants. This assignment of roles to individuals is critical to the success of the entire simulated exercise.

Structured participation by reading the comments assigned to each individual is sequenced by the use of flash cards. Each participant will be assigned a number and job title or position. When the resource person working with the group flashes a number, the individual whose number is displayed interjects the dialog found on the participation card. The contribution should be memorized and may be paraphrased in preference to reading direct from the card. It must be reemphasized that individual participation shall not be limited to structured participation but shall be free and open. This lends an air of realism to the contribution.

1. Executive Director of the Mayor's Manpower Council

   (You are chairperson of this task force, please begin and end on time and maintain a reasonable amount of control over the group.)

   The topics under discussion at this meeting are the "role of the task force in reducing unemployment among city youth" and "ideas for reducing youth unemployment."

2. City Director of Public School Vocational Education Programs

   The public schools of our city are doing all they can to prepare our graduates for jobs. The big problem is that employers won't hire kids just out of school even when they have the necessary skills and work habits.

3. Chairperson of Euphoria City Advisory Council for Vocational Education

   Our city director of vocational education and the director's staff are doing a good job with what they have. But, their hands are tied in many ways. They can't get good kids because their parents talk them out of taking shop courses. The kids they get can't read, write, or do arithmetic. The shop facilities and equipment are old and worn out. So what can we do?

4. Director of The Center City Vocational Skill Center

   I won't allow guidance counselors to use our skill center as a dumping ground. No sir! we maintain high standards in our school. We absolutely refuse to accept youngsters with academic deficiencies or those who are in disciplinary trouble in their home school. Can't turn out a good product unless you use good raw material.

5. City Director of CETA Training Programs

I can easily understand why public school graduates have a hard time finding jobs. The ones we get referred to us for training don't know a thing about getting or keeping a job. Their work habits are bad, and, their dress is sloppy and they just don't give a damn about working. What are you going to do about that?

6. City Coordinator of YEDPA Training Programs

Well, as all of you know youth training is my bag and I think we're doing just great. We already have 200 kids placed for job training and have promises of another 50 employment opportunities from business and industry. I just can't understand why the public schools can't do as good a job.

7. President of Local No. 632 International Ladies Garment Workers Union

You know the more education kids get the more money they expect on the job, and we just can't compete with the aviation industry in pay level. So we make out better if you don't make kids too smart. Of course we can always pick up older women who want to work for what we can pay. Maybe we're wasting the taxpayers' money on all this fancy vocational training?

8. President of Aircraft Workers' Local No. 401

Shoot we just can't get enough good young people to take our apprentice training programs. There are lots of jobs for both boys and girls in the aircraft industry. The biggest problem is that your training programs are not teaching young people the kinds of skills they need to know today.

9. Reporter for the Euphoria Daily Gazette

(Your job as a reporter will be to ask a lot of basic questions and interrupt occasionally for points of clarification. You should exhibit a generally "nosey" attitude and appear to be more interested in the "negative" than the "positive" aspects of the problem.)

10. Manager of the City Employment Security Commission Office

You know hundreds of jobs go unfilled each month in our city. But the problem is that the people who are looking for work don't have the skills needed to fill the jobs. We need a lot of electricians, pipefitters, and arc welders, plumbers, sheet metal workers and I could go on and on. These are basically non-union jobs which pay anywhere from $2.00 to $4.00 per hour less than union jobs. But they are better than welfare or unemployment. What are you educators doing about this imbalance?

11. Executive Director of the City Department of Social Services

Aw, you know the old saying that "the poor will always be with us," is still pretty true today. Why make all the fuss about high youth unemployment? All they need is some support from the federal government until they can grow up and find themselves. Eventually they'll all go to work.

12. Superintendent of the Catholic Diocesan Schools

We don't have any vocational programs in our high school. I've tried to get the public schools to take some of our students but they are afraid of mixing church and state. How can I get my kids prepared for work?

13. Plant Manager for the Windjammer Aircraft Company

I'm not sure we need to spend all this money on fancy vocational training. I can hire all the labor I need right off the streets. And I can train them to suit myself too. The union provides all the skilled help I need. "Back to the basics" I say. Let the law of supply and demand take over. Why worry?!

14. Personnel Supervisor for the American Pet Owners' Insurance Company

Well I'm all for vocational education. I call the schools every time I need a good girl. More girls should be encouraged to go into business education, that's where the opportunities are. Girls who graduate from vocational education are better workers. These kids are OK as secretaries and clerks but I always look for an older person to fill the technical jobs.

15. Executive Director of the Greater Euphoria Chamber of Commerce

This whole darn things is useless anyway. What we need to be doing is encouraging families with kids to move to the suburbs. All the business and industry are moving out anyway. I know, I'm trying hard to sell new industries on locating downtown and they just aren't interested. Why not give up the whole thing?

16. Director of Technical Education Programs at Beta Community College

I just can't understand why all the fuss about no jobs. We *never* have any trouble placing all of our two-year graduates. I fact, we just can't get enough students to enroll in technical education programs. Send us your best kids who can't find jobs and we'll take care of them.

17. Director of the Local OIC Training Program

Say you know the real tough problem is finding jobs for black kids. It's bad enough to be a teenager but when you're a teenager and black both, that's murder. About the only trainees we have been able to place with any success are black females with clerical skills. It's hard for black boys to get into the skilled trades.

18. President of Simpson Technical College (Private, Non-Profit)

Really what we need to do is put high school graduates on ice for two years by having them all take a two-year postsecondary program. This will given them specific saleable skills and the maturity all employers are looking for. I would be in favor of making such a program mandatory with all expenses paid from public funds. What do you think?

19. President of the Euphoria Council of Parents and Teachers

Most parents definitely want their kids to go to college after graduating from high school. It seems to me that all of this vocational training just fills their heads with ideas that are against their parents' wishes. What we really need to do is beef up the academic courses and stop wasting money on shop courses.

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Simulation Exercise — Increasing Minority and Female Participation in Vocational Programs

Directions to Workshop Resource Leader

This simulation activity consists of three parts: (1) a rumor exercise, (2) a whose fault exercise and (3) a brainstorming session. The following are general guidelines to follow in conducting each session.

A. Rumor Exercise.

1. Begin with a brief introduction indicating that the activities to be used in this workshop can be used with building level personnel to get them thinking about the need to increase minority and female participation in vocational education.

2. Select six persons and instruct them to leave the room on an extended break and that you will come to bring them back into the room one at a time.

3. Pass out copies of the simulation exercise to those participants in the room.

4. Ask the remaining participants to serve as observers and to watch and listen for changes in the story as one person relays it freely to another. (Have the observers take notes.)

5. Call in the first person and read the rumor to them. Make the setting as natural as possible by sitting near the person while talking.

6. Next call in the third person and have the second person repeat the rumor. Repeat this process until all persons have returned to the room and been told the rumor.

7. After all persons have retold the story, ask the observers to report what they have noted. In many cases they will have noticed different things. You should point out to the group that even the observers perceive and retain different things depending on their own background, values, etc.

8. Ask the group to analyze this exercise and discuss how it relates to discovering hidden feelings one may have toward others, especially in the areas of stereotyping, selective perception, and selection retention.

B. Whose Fault Exercise.

1. Ask the group to read the description of the situation in Soggy Bottom. (Read silently.)

2. Ask the group to react in a free-wheeling manner. Ask the group where the blame lies in this situation. What can be done to change the situation?

C. Brainstorming Exercise

1. Ask the group to brainstorm about ideas they can use in their own situations to increase the participation of minority and female students in vocational programs.

2. Record all suggestions and ideas from the group and tell them their ideas will be edited, combined with those of other groups and made available to them in the conference proceedings.

1978 National Leadership Conference
for Administrators of Vocational Education in Large Cities

Simulation Exercise — Increasing Minority and Female Participation in Vocational Programs.

Two simulation exercises will be used in preparation for a brainstorming session.

1. Rumor Exercise. This exercise demonstrates how communication breaks down when information is passed verbally from person-to-person. Participants become aware of how listeners filter, distort, and condense information in accordance with what they expect to hear and want to hear.

2. Whose Fault Exercise. This exercise demonstrates how individual biases and values, stereotyped thinking, and distorted listening influence perception of human situations.

Discussion of the outcomes of these exercises should show how prejudice, personal values, stereotypes, personal background of experience, and other submerged personal characteristics of educators can affect their role perception when attempting to increase minority and female participation in vocational education.

These exercises will be conducted as a warm-up in preparation for a *brainstorming session* to identify and discuss methods for increasing minority and female participation in vocational programs.

The following scenarios will be used to set the stage for the simulated exercises:

Rumor Exercise. Guess what I saw down in the cafeteria? I had just stopped in for my morning cup of coffee when I heard the worst racket coming from the kitchen. I sneaked over to the door and looked in. Well, there stood that meek, sissy Mr. Johnson between big ole' Moses Washington and the poor little Butterfield kid. She was screaming at the top of her lungs and Moses really looked scared. Johnson was holding a big meat cleaver. Looked like he might have taken it from one of the kids. All the other kids in the cooking class just stood around and watched. I wonder what might have happened?

Whose Fault Exercise. The city of Soggy Bottom two years ago spent four million dollars to convert Central High School into a vocational skill center. The school was renamed the Walter Higgenblum Skill Center. This school is located in a rather blighted downtown area. The population is about 90 percent minority (largely black and Spanish). The Board of Education faced a lot of opposition from the white community about remodeling this particular school. The board was under a court ordered desegregation plan at the time and proposed to use the skill center as a means for attracting white students into the minority neighborhood.

The skill center offers programs in twenty-two different occupational areas. The school has training facilities for about 1400 students. The current enrollment is 650 students (this is 11 percent of the total eligible school enrollment). About 27 percent of these students are from minority races. The percent of minority population in the total school system is 42 percent. There are about 230 girls enrolled in various programs. The heaviest enrollment is in traditional courses like cosmetology, laboratory technology, health occupations, and food services.

The director of the skill center and the guidance and counseling staff have developed very strict admission requirements and screen all applicants very carefully. Things such as academic achievement and deportment are considered in selecting students. The staff is determined to make this a model school in the district.

The Central Office staff are quite concerned about the low enrollment but have their hands tied by a district administrative policy which prohibits them from interfering with school building operations.

Whose fault is the low enrollment and what steps can be taken to increase the number of minority and female students?

EXHIBIT B:

Conference Program

PROGRAM

1978 National Leadership Conference
for Administrators of Vocational Education in Large Cities

"The Challenge of Preparing an Urban Population for Full Employment"

The National Center for Research in Vocational Education
The Ohio State University
Columbus, Ohio
April 16-20, 1978

Sunday, April 16, 1978

Holiday Inn, OSU

7:00 a.m.—9:00 p.m.	Conference Registration	Buckeye Room
8:00 p.m.—9:00 p.m.	Hospitality Hour sponsored by Brodhead Garrett Company, Cleveland, Ohio Your Host—Tom Rodgers	Buckeye Room

Monday, April 17, 1978

The National Center for Research in Vocational Education

FIRST GENERAL SESSION — Room 1A

Presider: Bertran Wallace, Associate Superintendent
Boston (Massachusetts) Public School System

8:30 a.m.—9:00 a.m. Welcome

Robert E. Taylor, Executive Director
The National Center for Research in Vocational Education

Frank Oliverio, Assistant Director
Division of Vocational Education, Ohio

Ferman Moody, Associate Director
The National Center for Research in Vocational Education

Monday, April 17, 1978

Announcements and Evaluation

Benjamin C. Whitten, Executive Director
for Vocational Education
Baltimore (Maryland) Public Schools

9:00 a.m.—10:00 a.m. The Challenge of Youth Unemployment in Urban Areas

Letitia Chambers, Administrative Assistant
to Senator Pete Domenici, U.S. Congress

10:00 a.m.—10:30 a.m. Refreshment Break

10:30 a.m.—12:00 noon Changing Vocational Education to Impact on Youth Unemployment in Urban Areas — Room 1A

Isabelle Hendricks, Director
Department of Human Resources and
Economic Development
The City of Cleveland, Ohio

Brancroft Henderson, Executive Secretary of CETA
The City of Cleveland, Ohio

Elizabeth Grdina, Assistant Director
of Community Development
Department of Community Development
The City of Cleveland, Ohio

12:00 noon—1:00 p.m. Lunch — Room 1A

SECOND GENERAL SESSION — Room 1A

Presider: Clifford Moses
Director of Vocational Education
(Charlotte, North Carolina)

1:00 p.m.—2:00 p.m. Coordinating Vocational and Manpower Training Activities in a Large Urban Area

John Standridge, Superintendent
for Vocational and Adult Education
Dade County School Board
Miami, Florida

Floyd Gehres, Director of Manpower Programs
Dade County School Board
Miami, Florida

Monday, April 17, 1978

Maurice Wilson, Supervisor of Vocational Education
Dade County School Board
Miami, Florida

2:15 p.m.—4:30 p.m.	Small Group Simulation of a Youth Unemployment Reduction Task Force Meeting in a Major Urban Area		
	Group I	Resource Leader—Ron Phillips	Room 1B
	Group II	Resource Leader—Gonzalo Garcia	Room 1C
	Group III	Resource Leader—Aubrey Long	North Auditorium
	Group V	Resource Leader—Rosetta Gooden	Room 1A
4:30 p.m.	Gather in Lobby of 1960 Kenny Road building for transportation to hotel		
5:30 p.m.—6:30 p.m.	Hospitality Hour (cash bar)		Custer Room
6:30 p.m.—8:30 p.m.	Conference Dinner		Custer Room

Presider: Donald Healas, Director
Cleveland (Ohio) Public Schools

Topic: The Role of Career Education
in Desegregating Schools in Large Cities

Lila Marshall, Former Briefing Attorney
for the Honorable William Taylor, Jr.,
U.S. District Judge, Northern District of Texas

Rene Martinez, Executive Director
Career Education Advisory Board
Dallas (Texas) Chamber of Commerce

Tuesday, April 18, 1978

The National Center for Research in Vocational Education

THIRD GENERAL SESSION Room 1A

Presider: Marvin Rasmussen
Director of Instructional Support
Portland (Oregon) School District

Tuesday, April 18, 1978

8:30 a.m.—9:30 a.m.	Providing In-Service Education to Meet the Needs of Building Level Administrators in Urban Areas Daniel Fahrlander, Research Specialist Robert Norton, Research Specialist The National Center for Research in Vocational Education Columbus, Ohio	
10:00 a.m.—11:00 a.m.	Practices to Assure Sexual Equality in Vocational Technical Programs Jan Weiser, Supervisor of Business Relations for State Regulatory Matters American Telegraph and Telephone New York Robert Hershberger, Assistant Administrator for Nursing Bethesda Hospital Zanesville, Ohio	
11:00 a.m.—12:00 noon	Practices to Assure Racial Equality in Employment of Graduates of Vocational Education Sidney Daniels, Equal Employment Opportunity Officer for Baltimore City Division of Maryland Highway Construction Isaiah C. Fletcher, Assistant Superintendent of Personnel Services Bethlehem Steel Corporation Sparrows Point, Maryland Jerome E. Monaghan, Director of Equal Opportunity Services Baltimore (Maryland) Gas and Electric Company	
12:00 noon—1:00 p.m.	Lunch	Room 1A
	FOURTH GENERAL SESSION	Room 1A
	Presider: Fred Mulcahy Assistant to the District Director Milwaukee (Wisconsin) Area Vocational Technical and Adult Education District	

Tuesday, April 18, 1978

1:00 p.m.—2:00 p.m. — Techniques for Orienting Vocational Education Personnel to the Needs of Minority and Female Clients

Martie Martin, Coordinator of Consumer Education
Mesa (Arizona) Community College

Bernardo Sandoval, Assistant Director
of Manpower Program Development
Los Angeles (California) Unified School District

2:15 p.m.—4:30 p.m. — Small Group Simulation of Methods for Increasing Minority and Female Participation in Vocational Programs

Group I	Resource Leader—Ron Phillips	Room 1B
Group II	Resource Leader—Gonzalo Garcia	Room 1C
Group III	Resource Leader—Aubrey Long	North Auditorium
Group V	Resource Leader—Rosetta Gooden	Room 1A

4:30 p.m. — Gather in Lobby of 1960 Kenny Road Building for transportation to hotel

FREE EVENING

Wednesday, April 19, 1978

The National Center for Research in Vocational Education

FIFTH GENERAL SESSION — Room 1A

Presider: Byron Graber, Executive Director
Adult Vocational and Practical Arts Education
Denver (Colorado) Public Schools

9:00 a.m.—10:00 a.m. — Strategies for Coordinating Secondary and Postsecondary Vocational-Technical Education in Urban Areas — Room 1A

William Knaak, Superintendent
Special Intermediate School, District No. 916
White Bear Lake, Minnesota

William Lundell, Assistant Director
of Vocational Education for Curriculum
Minneapolis,(Minnesota) Public Schools

Wayne Nelson, Campus Director
Minneapolis (Minnesota) Area Vocational-
Technical Institute

10:00 a.m.—10:30 a.m.	Refreshment Break	
10:30 a.m.—11:30 a.m.	The Future of Part-Time Adult Vocational-Technical Programs in Urban Areas	Room 1A

Winnie Dickinson, Director
of Vocational-Technical and Adult Education
Broward County School Board
Fort Lauderdale, Florida

Marion B. W. Holmes, Director
of Vocational Education Instructional Programs
School District of Philadelphia, Pennsylvania

11:30 a.m.—12:00 noon	Improving the Image of Vocational-Technical Education in Urban Areas	

Daniel E. Koble, Jr., Research Specialist
The National Center for Research
in Vocational Education
Columbus, Ohio

12:00 noon—1:00 p.m.	Lunch	Room 1A
	SIXTH GENERAL SESSION	Room 1A

Presider: Maurice Goff, Director
Division of Vocational and Continuing
Education
Unified School District No. 259
Witchita, Kansas

1:00 p.m.—2:00 p.m.	Changes Needed in Vocational-Technical Education to Better Serve the Needs of Postsecondary and Part-time Adult Clients in Urban Areas	

Howard Casmey, Commissioner of Education
The State of Minnesota

Wednesday, April 19, 1978

2:15 p.m.—4:30 p.m.	Small Group Meetings to Develop Guidelines for Better Serving the Needs of Postsecondary and Part-time Adult Vocational-Technical Clients in Urban Areas		
	Group I	Resource Leader—John C. Cox	Room 1B
	Group II	Resource Leader—Dick Gabriel	Room 1C
	Group III	Resource Leader—Jean Epps	North Auditorium
	Group IV	Resource Leader—Richard Froese	South Auditorium
	Group V	Resource Leader—Robert Hughey	Room 1A
4:30 p.m.	Gather in Lobby of 1960 Kenny Road Building for transportation to hotel		

Thursday, April 20, 1978

Fort Hayes Career Center

9:00 a.m.—11:00 a.m.	Tour of Fort Hayes Career Center	
	Hosts:	Jack Gibbs, Director Fort Hayes Career Center
		Ernest Landis, Assistant Director Fort Hayes Career Center
11:15 a.m.	Board bus for transportation to Port Columbus International Airport	

EXHIBIT C:

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